



TEXAS YOUTH COMMISSION

STRATEGIC PLAN
FOR FISCAL YEARS 2005-2009



P.O. Box 4260



Austin, Texas 78765



www.tyc.state.tx.us

Agency Strategic Plan

For the Fiscal Years 2005-2009 Period

BY

TEXAS YOUTH COMMISSION

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JULY 2, 2004

Signed: _____

Dwight Harris, Executive Director

Approved: _____

The Honorable Pete C. Alfaro, Board Chairman

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EXECUTIVE SUMMARY

OVERVIEW

As the state's juvenile corrections agency, the Texas Youth Commission (TYC) provides for the care, custody, rehabilitation, and reestablishment into society of Texas' most chronically delinquent or serious juvenile offenders. Through a balance of accountability and rehabilitation, and institutional and community-based services, young people who have committed serious offenses are provided the knowledge, skills, and opportunities to make amends to the communities and individuals they have harmed and to change the direction of their lives for the better.

The *Strategic Plan for Fiscal Years 2005-2009* details the agency's specific areas of progress, constraints to effectiveness, and goals and objectives.

AREAS OF PROGRESS

TYC has continued to make steady progress in its efforts to:

- Enhance its programs of education and treatment, including developing pertinent, measurable objectives of progress and an integrated case management system that begins at the youth's intake.
- Improve the youth's ability to participate in skills-building vocational development activities in TYC facilities and in communities through collaborative partnerships with the Texas Workforce Investment Council, Prison Industry Enhancement programs, and local Workforce Development Boards.
- Enhance the quality and accuracy of alleged youth mistreatment investigations by reorganizing agency investigators into a separate Inspector General unit where the investigators' supervision from outside their worksite

helps ensure their objectivity and encourages their professional development.

- Improve safety and security by upgrading camera surveillance and radio systems in many institutions, a project which is partially implemented.
- Improve the efficiency and effectiveness of the medical services provided through advances in service utilization review, telemedicine, and the strategic use of medication algorithms.
- Improve the likelihood that youths will successfully reintegrate into communities through increased accountability while on parole, specialized parole caseloads, and development of the "Fast Track" parole discharge program.
- Implement initiatives to increase the agency's ability to recruit, train, retain, and track volunteers and their valuable contributions. During FY 2003, in-kind contributions and donations to the Texas Youth Commission totaled \$2.4 million, which is a 4 percent increase from the FY 2001 total of \$2.3 million.

CONSTRAINTS TO EFFECTIVENESS

The *Strategic Plan* also identifies several factors that impede the efficiency and the effectiveness of various TYC programs. Those factors are divided into the two basic categories of staff development and infrastructure-related issues.

- *Recruitment, training, and retention of qualified staff.*
One of the agency's challenges continues to be developing and implementing initiatives that create the necessary incentives for individuals to look to TYC for employment and, once employed, to offer employees

ongoing training, professional development, and multiple opportunities for career growth and advancement.

➤ *Infrastructure-related issues.*

Issues related to facility age, design, and equipment obsolescence test TYC's ability to effectively and efficiently rehabilitate the youths in the agency. Some TYC facilities are more than thirty years old; efforts to update these facilities to meet revised safety requirements are very costly. The majority of TYC facilities were not originally designed as youth correctional facilities, and while they have been retrofitted, their design limits their effective use for juvenile programs. Halfway houses also face specific challenges, usually related to safety and security issues such as lack of cameras, digital recorders, external lighting, secure waiting areas to prevent immediate access to youths and staff, and electronic card access control to buildings. Many facilities also lack space for vocational and employment training programs, or a full foundation educational program suited to the needs of the student population.

Although TYC has made significant advances in information technology, the agency still has a substantial percentage of computers that are well past their projected life span. Also, to complete the radio infrastructure upgrade for the remaining institutions, the agency needs \$2.7 million to complete a system that will be compatible with the new FCC-mandated standards. Until then, the agency will continue to operate two separate, incompatible radio systems.

currently residing in Texas and adjudicated delinquent by other states.

TYC is committed to meeting these goals effectively and efficiently. The *2005-2009 Agency Strategic Plan* measures progress and reviews constraints to effectiveness in achieving these goals for the people of Texas.

SUMMARY

TYC has three agency goals: to protect the public from the delinquent and criminal acts of TYC youths while they are in residential care and providing health care services needed by the youths; to enable TYC youths to develop the skills and abilities necessary through habilitation to become productive and responsible citizens; and to reduce the delinquent and criminal behavior of youths committed to TYC, and for youths

Statewide Strategic Planning Elements

The following mission and philosophy for Texas state government are presented in *Planning for Progress: The Statewide Strategic Planning Elements for Texas State Government* and they apply to all Texas state agencies.

MISSION OF TEXAS STATE GOVERNMENT

Texas State government must be limited, efficient, and completely accountable. It should foster opportunity and economic prosperity, focus on critical priorities, and support the creation of strong family environments for our children. The stewards of the public trust must be men and women who administer state government in a fair, just, and responsible manner. To honor the public trust, state officials must seek new and innovative ways to meet state government priorities in a fiscally responsible manner.

PHILOSOPHY OF TEXAS STATE GOVERNMENT

The task before all state public servants is to govern in a manner worthy of this great state. We are a great enterprise, and as an enterprise we will promote the following core principles:

- First and foremost, Texas matters most. This is the overarching, guiding principle by which we will make decisions. Our state, and its future, is more important than party, politics or individual recognition.
- Government should be limited in size and mission, but it must be highly effective in performing the tasks it undertakes.
- Decisions affecting individual Texans, in most instances, are best made by those individuals, their families, and the local governments closest to their communities.
- Competition is the greatest incentive for achievement and excellence. It inspires ingenuity and requires individuals to set their sights high. And just as competition inspires excellence, a sense of personal responsibility drives individual citizens to do more for their future and the future of those they love.

- Public administration must be open and honest, pursuing the high road rather than the expedient course. We must be accountable to taxpayers for our actions.
- State government has a responsibility to safeguard taxpayer dollars by eliminating waste and abuse, and providing efficient and honest government.
- Finally, state government should be humble, recognizing that all its power and authority is granted to it by the people of Texas, and those who make decisions wielding the power of the state should exercise their authority cautiously and fairly.

Aim high...we are not here to achieve inconsequential things!

STATEWIDE PRIORITY GOALS SUPPORTED BY TYC

TYC strategies directly support the following statewide priority goals.

Public Safety and Criminal Justice

To protect Texans from crime by enforcing laws quickly and fairly; maintaining state and local emergency, terrorism, and disaster preparedness and response plans; policing public highways; and confining, supervising, and rehabilitating offenders.

Education - Public Schools

To ensure that all students in the public education system are at grade level in reading and math by the end of the third grade and continue reading and developing math skills at appropriate grade level through graduation, demonstrate exemplary performance in foundation subjects, and acquire the knowledge and skills to be responsible and independent Texans.

Health and Human Services

To provide public assistance through an efficient and effective system that promotes the health, responsibility, and self-sufficiency of individuals and families.

Economic Development

To foster economic opportunity, job creation, capital investment, and infrastructure development by promoting a favorable business climate, addressing transportation and housing needs, and developing a productive workforce.

General Government

To support effective, efficient, and accountable state government operations and to provide citizens with greater access to government services while reducing service delivery costs.

STATEWIDE BENCHMARKS INFLUENCED BY TYC

TYC goals and strategies partially influence several statewide benchmarks. Although technology and methodological approaches do not exist to effectively measure the proportion of TYC's influence on some statewide benchmarks separately from other state and local efforts, TYC programs are designed to impact the following benchmarks. Moreover, to assess direct impact on TYC clients, TYC has developed and closely monitors performance on some statewide benchmarks. Some statewide benchmarks are specifically identified for internal benchmarking as required by the instructions for the preparation of this plan. They are listed in the internal benchmarking section of this plan.

Public Safety and Criminal Justice

- Juvenile violent crime arrest rate per 100,000 population
- Average rate of juvenile reincarceration within three years of initial release
- Adult violent crime arrest rate per 100,000 population

Education - Public Schools

- Percent of students from third grade forward who are able to read at or above grade level
- Percent of students who achieve mastery of the foundation subjects of reading, English language arts, math, social studies, and science
- High school graduation rate

- Percent of students from third grade forward who perform at or above grade level in math

Health and Human Services

- Teen pregnancy rate
- Incidence of confirmed cases of abuse, neglect, or death of children, the elderly, or spouses per 1,000 population
- Rate of substance abuse and alcoholism among Texans
- Number of persons enrolled in Medicaid
- Infant mortality rate
- Low birth-weight rate
- Percent of births that are out of wedlock
- Percent of Texas population enrolled in Medicaid
- Percent of people completing vocational rehabilitation services and remaining employed
- Percent of Texas population receiving food stamps

Economic Development

- Texas unemployment rate
- Net number of new non-government, non-farm jobs created
- Percent of the small communities' population benefiting from public facility, economic development, housing assistance, and planning projects

General Government

- Total state spending per capita
- Total state taxes per capita
- Percent change in state spending, adjusted for population and inflation
- Ratio of federal dollars received to federal tax dollars paid
- Number of state employees per 10,000 population
- Savings realized in state spending by making reports/documents/processes available on the Internet

AGENCY VISION, MISSION & PHILOSOPHY

AGENCY VISION

TYC strives to be a model juvenile corrections organization, providing protection for the public, a safe environment for youth and staff, and residential and parole services to the most serious juvenile delinquents in Texas. Public protection is enhanced as youth are held accountable for their behavior, and staff are held accountable for the effectiveness of services provided. TYC forms partnerships with other state and local agencies, community groups and individuals to develop and improve processes that reduce and prevent juvenile crime.

AGENCY MISSION

The mission of the Texas Youth Commission is:

Protection

To protect the public, and control the commission of unlawful acts by youth committed to the agency by confining them under conditions that ensure their basic healthcare and emphasize their positive development, accountability for their conduct and discipline training. (Family Code, Section 51.01(1), (2) and (4) and Human Resources Code, Section 61.101(c));

Productivity

To habilitate youth committed to the agency to become productive and responsible citizens who are prepared for honorable employment through ongoing education and workforce development programs (Human Resources Code, Section 61.034(b) and 61.076(a)(1));

Rehabilitation

To rehabilitate youth committed to the agency and re-establish them in society through a competency-based program of Resocialization (Human Resources Code, Section 61.002, 61.047, 61.071, 61.072, 61.076(a)(1)(2) and 61.0761); and

Prevention

To study problems of juvenile delinquency, focus public attention on special solutions for problems, and assist in developing, strengthening, and coordinating programs aimed at preventing delinquency (Human Resources Code, Section 61.031, 61.036 and 61.081 (c)).

AGENCY PHILOSOPHY AND GUIDING PRINCIPLES
TYC will operate clean, safe, and secure facilities and programs to protect youths, staff and the public.
TYC will base its operations on sound juvenile correctional techniques and research evidence.
TYC will protect the fundamental rights of youths.
TYC will hold youths accountable for their behavior, and for successful completion of their rehabilitation programs.
TYC recognizes staff as its most valuable resource in achieving the agency's mission.
TYC will hold staff accountable for providing quality services to youths in a cost-effective manner.
TYC will make decisions based upon common sense and reason.

CODE OF ETHICS

The ethical philosophy of the Texas Youth Commission is embodied in its "Code of Ethics."

As an employee of the Texas Youth Commission, I will always conduct myself so that:

- Youth and their families or people doing business with TYC feel secure that decisions made about them are just and are not dependent on gifts or other favors;
- My personal relationships and my outside business or investments do not influence me to do my TYC job differently or use it for private interests;
- Youth look up to me as a positive role model and feel secure that I will protect them, treat them fairly and with dignity and respect, and maintain a professional relationship with them;
- My fellow employees will know that they can trust me and rely on me to maintain proficiency in all my assigned duties, to treat them fairly and with dignity and respect, and to resolve our differences honestly and professionally; and
- The People of Texas will know that I am open, truthful and honest, that I will be a good steward of their resources, and that I will faithfully do my part to carry out TYC's mission.

EXTERNAL / INTERNAL ASSESSMENT

OVERVIEW OF AGENCY SCOPE AND FUNCTIONS

MAIN FUNCTIONS

The Texas Youth Commission (TYC) is the state's juvenile corrections agency. The main functions of TYC are to: protect the public, habilitate committed youths to become productive citizens, provide rehabilitative treatment, and assist in delinquency prevention. The agency provides correctional programs necessary to protect the public from delinquent and criminal behavior and holds youths accountable for their actions. Youths are given educational and workforce development opportunities, and are provided correctional treatment through competency-based Resocialization training, specialized-needs programs, and Parole services. The agency provides leadership, information, and technical assistance to state and local efforts aimed at preventing all youths, including those not under TYC's jurisdiction, from committing delinquent acts.

STATUTORY BASIS

The mission of TYC as a juvenile corrections agency has its basis in the Texas Family Code, Title 3, and the Texas Human Resources Code, Chapter 61. In 1943, the Legislature passed the Juvenile Court Act intended to take delinquent children out of the criminal courts and prisons. Those purposes were carried forward into the laws governing juvenile court proceedings. These laws, by their language and spirit, require the Commission to attempt to provide the skills, education and training necessary to give delinquent youths the means to become responsible members of the community. At the same time, the laws require the Commission to confine youths as needed to protect the public and to instill in them a sense of self-discipline and accountability for misconduct.

HISTORICAL PERSPECTIVE

The antecedents of TYC lie in the nineteenth century. In 1859, the Texas Legislature recognized the need for separate juvenile and adult correctional facilities, but it was not until 1887 that funds were appropriated to build the Gatesville State School for Boys. A number of independent institutions for delinquent boys and girls were established across the state after that time, some converted from institutions for dependent and neglected youths.

In 1957, the Texas Youth Council was established to provide administrative oversight of all state homes and schools for delinquent, dependent, and neglected youths through a central administrative office in Austin.

In 1961, TYC began community care with the initiation of a parole system.

In 1971, the Morales v. Turman lawsuit was filed against TYC. During the next thirteen years, TYC underwent major reforms as a result of this federal class action suit, which alleged abuse and violation of due process. The suit was settled in 1984.

In 1974, TYC began using residential contract programs for community placement of youth. State appropriations for community-based care began in 1975, and these funds allowed TYC to operate halfway houses and contract for primary treatment and independent living programs.

In 1981, the Texas Juvenile Probation Commission was created to distribute funds and set standards for local juvenile probation departments, which had previously been TYC's responsibility from 1975-1981.

In 1983, the Texas Youth Council was renamed the Texas Youth Commission.

In 1987, the Texas Legislature enacted a "Determinate Sentencing" statute, which enabled courts to sentence juveniles adjudicated for six enumerated violent

offenses. Prior to that, TYC determined the length of stay for all youth.

In 1995, the Texas Legislature enacted an omnibus juvenile justice reform statute. Additional offenses were added to the Determinate Sentencing Statute. TYC was given parole authority of sentenced offenders after the completion of mandatory lengths of stay at TYC, based on the severity of the offense. TYC was required to accept offenders with mental retardation. Progressive Sanctions Guidelines were established for juvenile court dispositions, including the guideline that youths committed to TYC should be violent offenders or felony offenders who have already undergone placement in a residential program.

In 1997, the Texas Legislature authorized, for the first time, the admission of youths with mental illness. It required TYC to discharge these youths (if they are not sentenced offenders) after they have completed the minimum length of stay applicable to their committing offense and cannot progress in the regular rehabilitation program. TYC is required to initiate court proceedings to obtain appropriate mental health services for the youths.

In 1999, the Texas Legislature changed the definition of conduct that makes a youth eligible for commitment to TYC to include only felony conduct or repeated jailable misdemeanor conduct. It authorized TYC to establish infant care and parenting programs for youths who are parents, including the authority to approve a mother keeping possession of her baby after the mother's commitment to TYC. The punishment for a youth's escape from a secure facility was increased to a third degree felony.

In 2001, the Texas Legislature added manslaughter and intoxication manslaughter to the Determinate Sentencing Statute. TYC commitment criteria were changed to include a youth who has committed a Class A or B misdemeanor, if the offense follows at least one previous felony adjudication. Exemption or deferral of sex offender registration for some youths by the Juvenile Court was approved.

Also authorized was automatic restriction of access to juvenile records after supervision ends, with prosecutors and law enforcement still having access.

In 2003, the Texas Legislature provided that capital murder sentenced offenders will automatically be transferred to the Texas Department of Criminal Justice parole at age 21 to finish their sentence, rather than to adult prison, if they have not already been discharged or transferred to prison. School districts are required to grant credit towards high school graduation for courses students successfully complete in TYC's educational program. The Texas Department of Public Safety, local law enforcement authorities, and private information providers are required to remove all information from their sex offender registries when the duty to register expires.

WHO IS TYC IN THE PUBLIC'S PERCEPTION?

The Texas Youth Commission (TYC) is the state's juvenile correctional agency, whose focus is changing delinquent behavior and thinking patterns, and helping to create responsible, law-abiding young people. The vast majority of Texas delinquents who get in trouble are dealt with on the local level by county juvenile probation departments. Those delinquents committed to the Texas Youth Commission generally are those who have committed the most serious crimes, or those who are the most problematic delinquents in the communities.

SERVICE POPULATIONS, CHARACTERISTICS AND DEMOGRAPHICS

AFFECTED POPULATIONS

TYC serves youths who have been adjudicated delinquent and committed to the agency by a juvenile court. The delinquent act must occur when the youth is at least age 10 and under age 17. TYC may retain jurisdiction for most offenders until the day prior to their 21st birthday. In fiscal year 2003, TYC provided

residential or parole services to 11,171 youths who were committed by Texas juvenile courts. TYC also serves youths through the Interstate Compact on Juveniles. These services include return of non-delinquent runaways, probation and parole absconders, escapees, and juveniles charged as delinquent; cooperative supervision of probationers and parolees; and provision of airport surveillance services to youths traveling unaccompanied through major airports in Texas. In fiscal year 2003, TYC provided supervision and services to 3,061 youths through the Interstate Compact on Juveniles.

STATE JUVENILE POPULATION TRENDS

The juvenile population in Texas is increasing slightly, with the at-risk juvenile population of youths 10-16 years of age anticipated to grow by 1.1 percent from 2004-2009. The State Comptroller estimates that there will be 2,423,624 at-risk juveniles, 10-16 years of age in Texas in July 2004, and that there will be 2,449,241 in July 2009.¹

TRENDS IN JUVENILE REFERRALS²

The volume of referrals to juvenile probation

departments for delinquent acts peaked in 1995, then declined by 15 percent by calendar year 2002 (Figure 1).³

While referrals for homicides, violent offenses, felonies and misdemeanors all increased in the early 1990s and have subsequently declined, the timing and proportion of each are not identical. The decrease in juvenile referrals began earlier than 1996 for serious offenses. Referrals for homicide have declined since 1994 to one-quarter of the 1994 number, with 86 homicide referrals in 2002 (Figure 2). Referrals for all violent delinquent acts, which peaked in 1994, declined slightly from 1994 to 1995, then decreased by 26 percent from 1995 to 2001, and increased by 2 percent in 2002. (Figure 3).

1. Texas Comptroller of Public Accounts. Texas Comptroller's State Population Analysis Model: Spring 2004 Forecast, [machine readable data file]. Austin: Texas Comptroller of Public Accounts, 2004.
2. Most, although not all referrals to juvenile probation are subsequent to an arrest.
3. The rate is not yet available for Calendar Year 2003.

FIGURE 1: REFERRALS TO JUVENILE PROBATION FOR DELINQUENT ACTS, 1994-2002

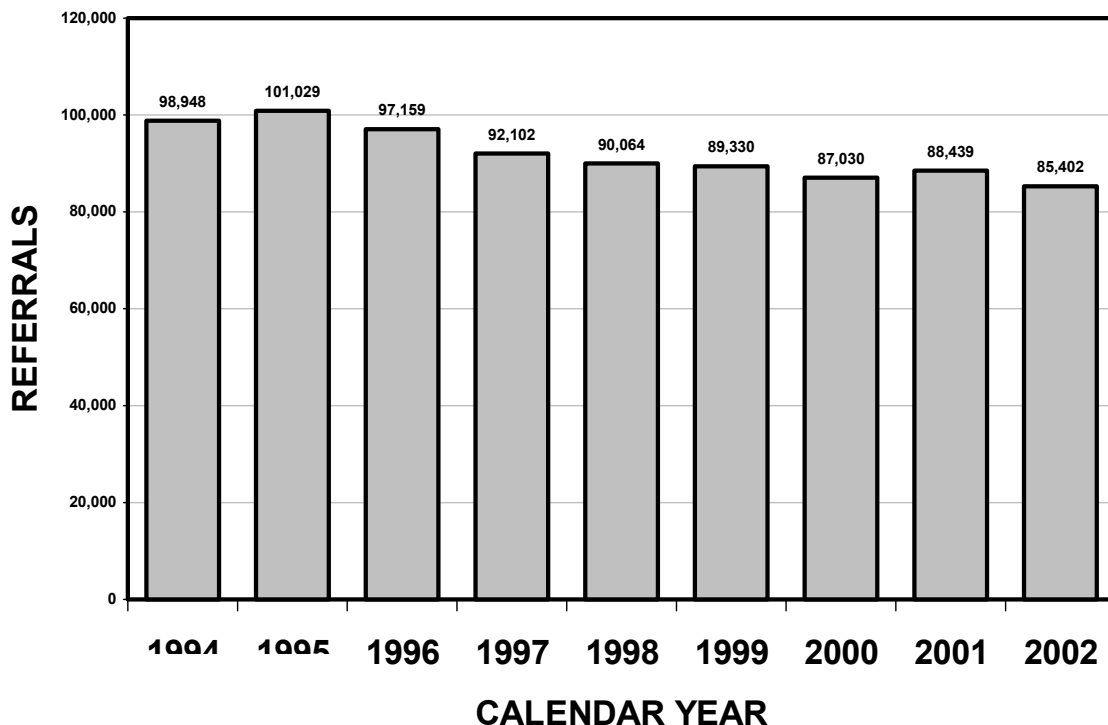


FIGURE 2: HOMICIDE REFERRALS TO JUVENILE PROBATION, 1994-2002

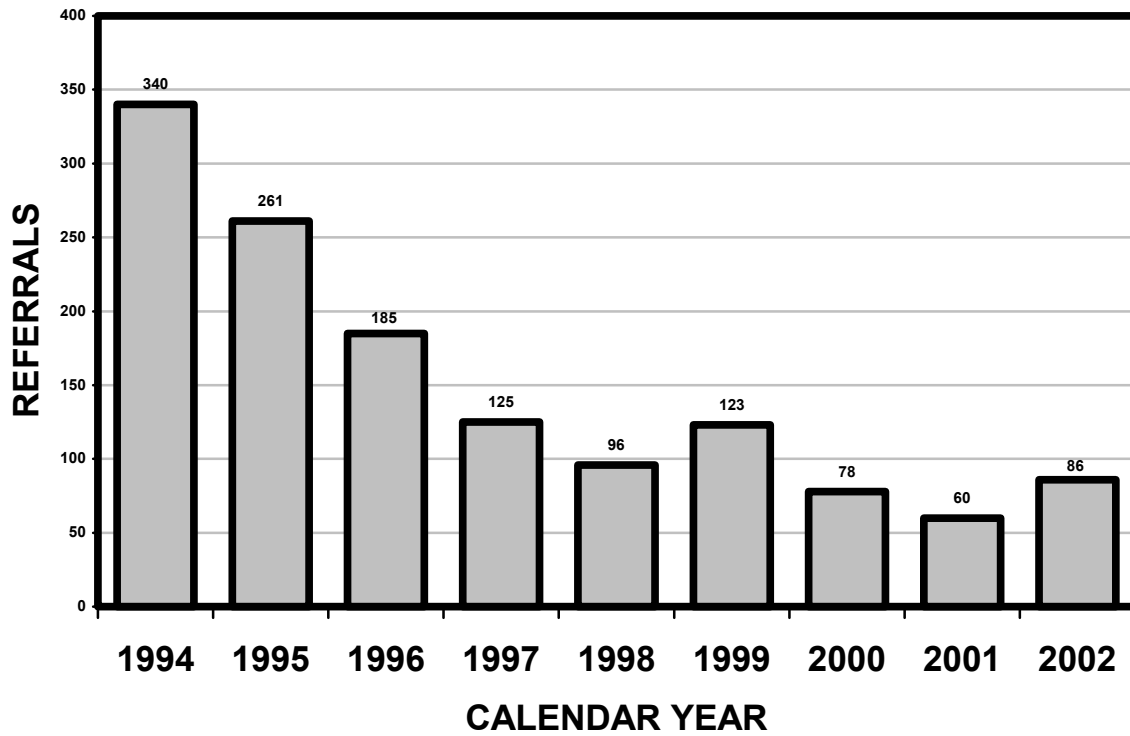
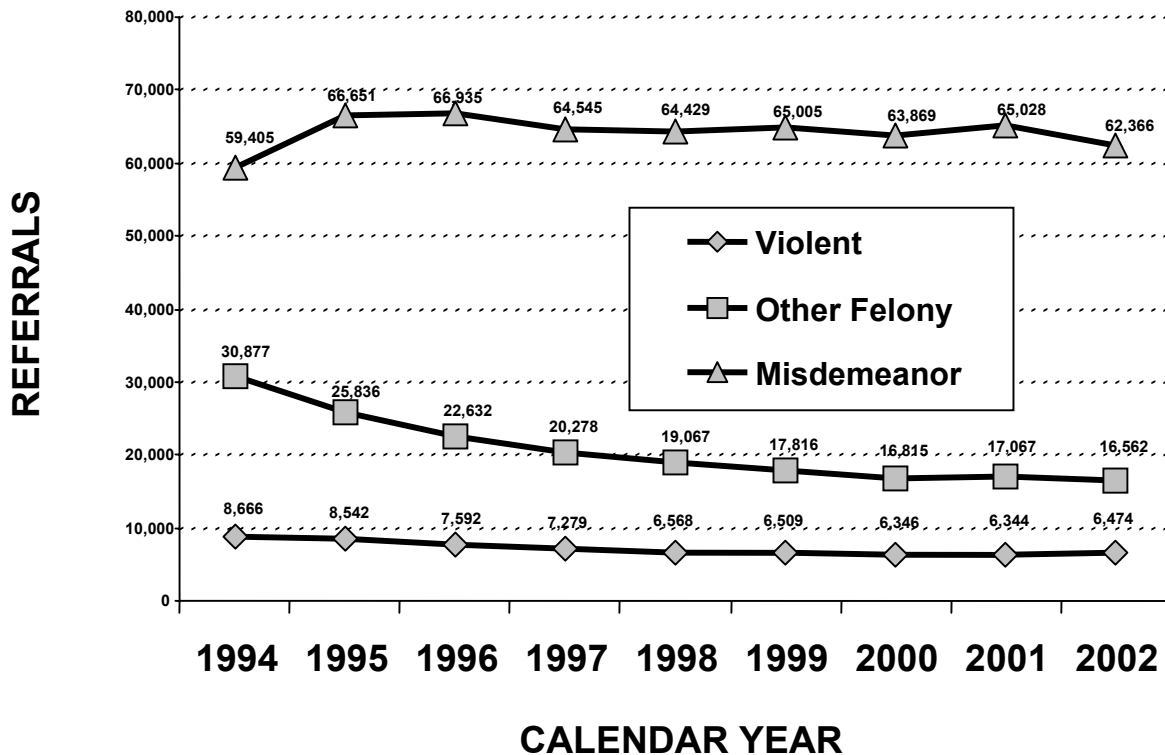


FIGURE 3: DELINQUENT REFERRALS TO JUVENILE PROBATION BY TYPE, 1994-2002



Referrals for non-violent felonies have declined since 1994 to nearly one-half of the 1994 number in 2002. Referrals for misdemeanors continued to increase each year through 1996, but decreased slightly from 1996 to 2002 by 7 percent. Since misdemeanors constitute the majority of referrals (Figure 3), they influence total referrals more than any other offense.

TRENDS IN NEW COMMITMENTS

The number of new commitments TYC receives could be attributed to more factors than the extent of juvenile crime.

As overall juvenile crime has declined since its peak in 1995, commitments to TYC substantially increased from 2,123 in FY 1995 to 3,188 in FY 1998, a 50 percent increase (Figure 4).⁴ This increase was likely due to the public demanding greater accountability of criminals and delinquents. As a result, commitments as a percentage of delinquent referrals increased from 2.1 percent in 1994 to 3.5 percent in 1998 (Figure 5).⁵

The trend of commitment increase has subsided. Commitments in FY 2003 declined 21 percent from 3,188 in FY 1998 to 2,511 in FY 2003. Based on 1,179 commitments for the first half of FY 2004, it appears that commitments in FY 2004 will decrease by approximately 5 percent from FY 2003. The reduction that began in FY 2000 seems to be due to legislation that now requires a felony probation revocation or at least two misdemeanor adjudications in order to commit a non-felony offender to TYC.

The type of youth committed also has changed. The most dramatic change follows the trend of the juvenile crime rates described above, with a dramatic rise, subsequent decline, and rise in the number and percentage of youths committed for violent offenses. Commitments for violent offenses increased to 899 (36 percent) in FY 1996 (Figures 6 and 7). After a slight decrease, commitments for violent offenses increased again to 923 (37 percent) in FY 2003, even though the total number of commitments decreased beginning in FY 1999. The number and percentage of commitments that are sentenced offenders increased between January 1996 and

1998 when the law changed to allow the determinate sentencing for essentially any violent felony offense, and subsequently decreased by 37 percent from FY 1998 to FY 2003.

The percentage of Anglo new commitments, which was below 20 percent for FY 1994-1995, increased to 26 percent in FY 2001 and was steady at 25 percent through FY 2003. The percentage of African-American commitments decreased from 38 percent in FY 1994 to 31 percent in FY 2003 (Figure 8). The percentage of Hispanic new commitments has remained between 39 percent and 44 percent for the last 10 years (44 percent in FY 2003).

The percentage of female commitments remained steady at 7 percent from FY 1994 through FY 1996, and then increased to between 9 and 10 percent for the last five years (Figure 9).

Almost all TYC youths present severe instructional challenges as a result of not having attended school for some period of time prior to commitment. When tested initially at the orientation and assessment unit, on average, youths are four to five grades below their expected grade level. Forty to forty-five percent are classified as special education students.

⁴ The Texas Juvenile Probation Commission reports referrals by Calendar Year. TYC reports its figures by state Fiscal Year, which runs from September through August.

⁵ To allow a true ratio, for this table only, TYC commitments are based on Calendar Year.

FIGURE 4: NEW COMMITMENTS, FY 1994-2004

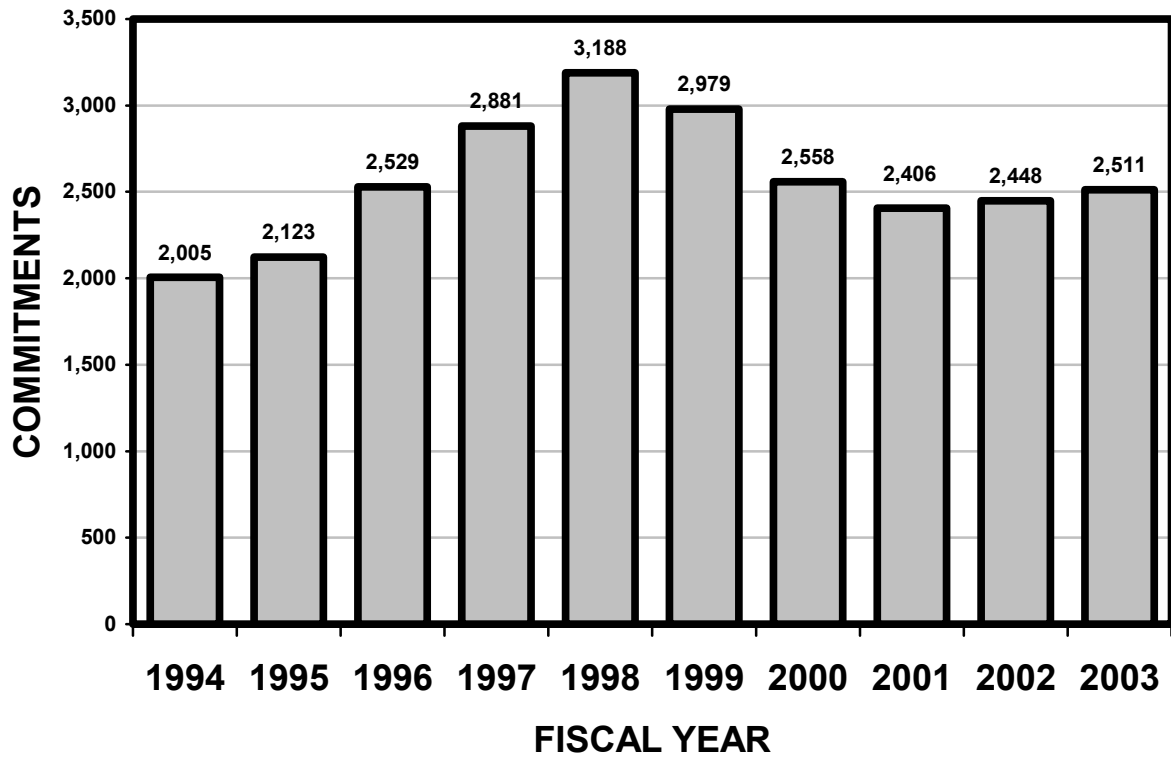


FIGURE 5: COMMITMENTS AS A PERCENTAGE OF REFERRALS, 1994-2002

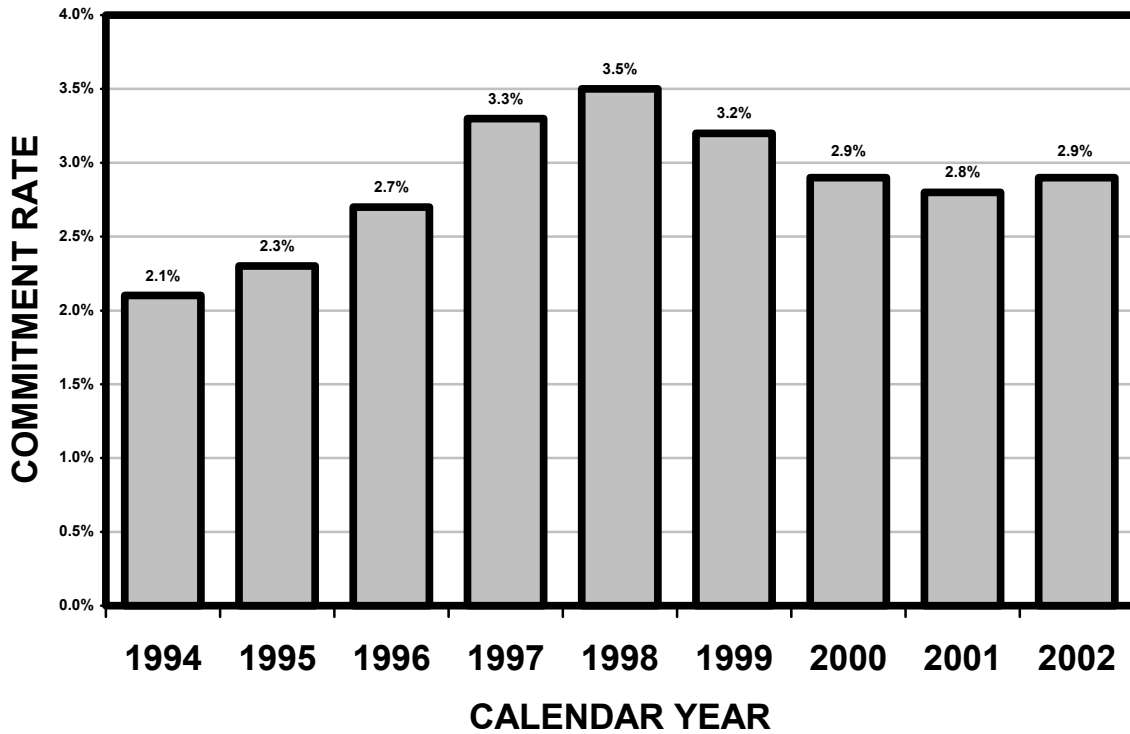


FIGURE 6: NEW VIOLENT OFFENDER COMMITMENTS, FY 1994-2003

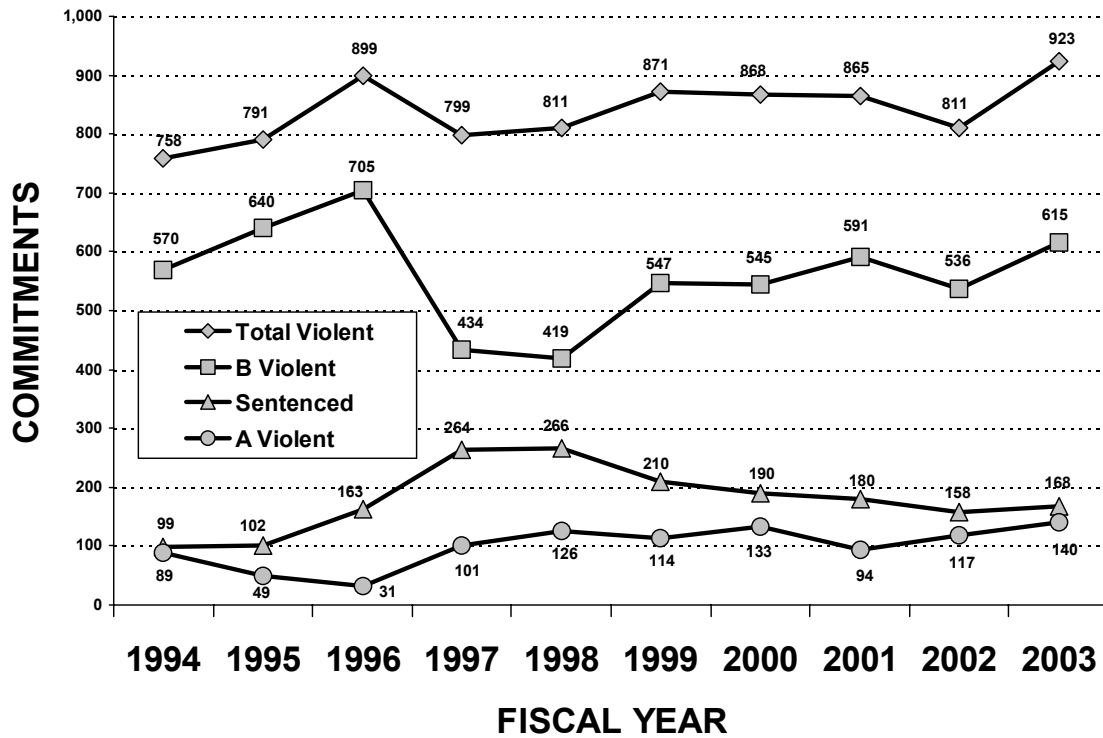


FIGURE 7: PERCENTAGE OF NEW COMMITMENTS WITH VIOLENT CLASSIFYING OFFENSE, FY 1994-2003

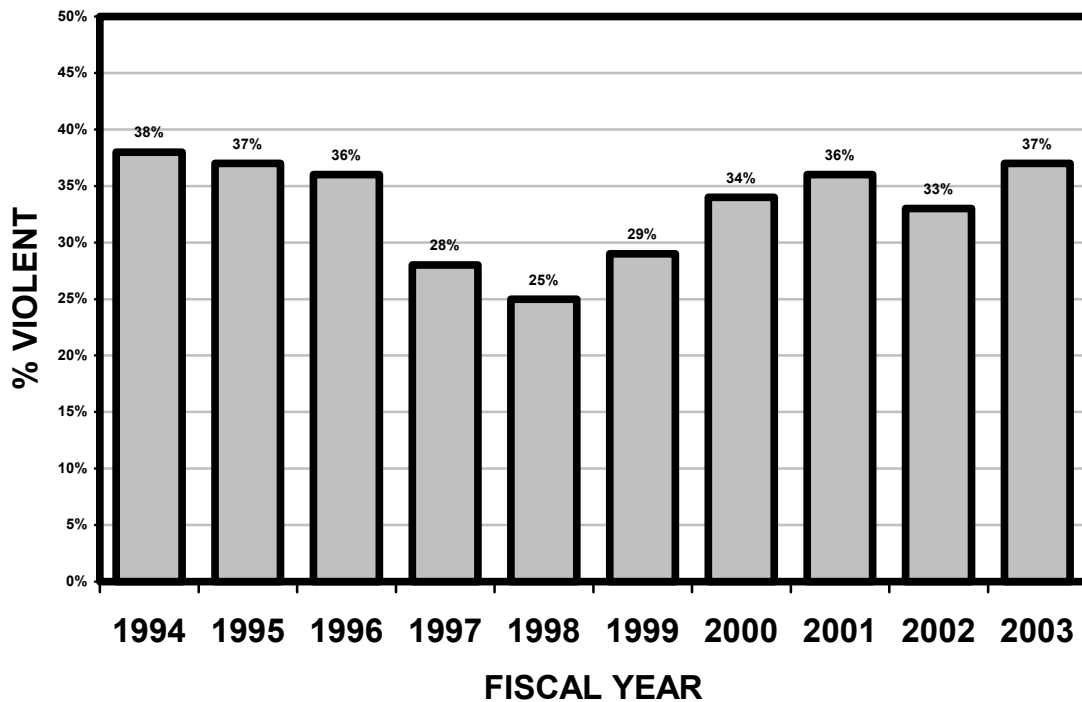
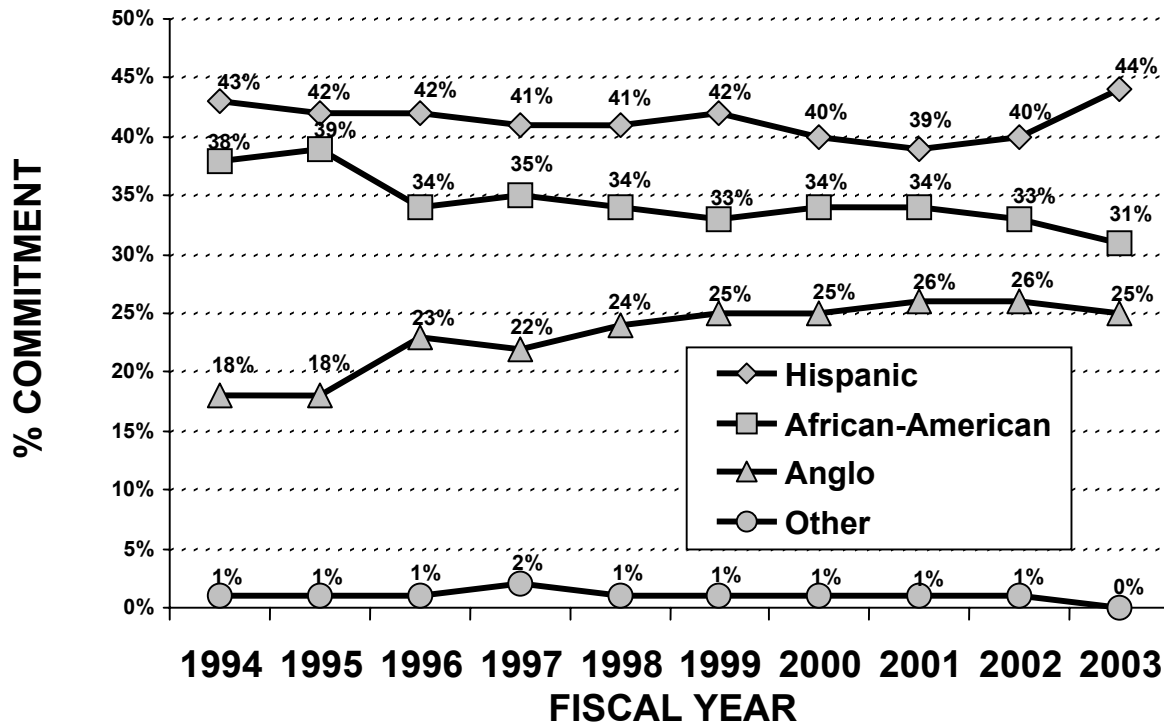
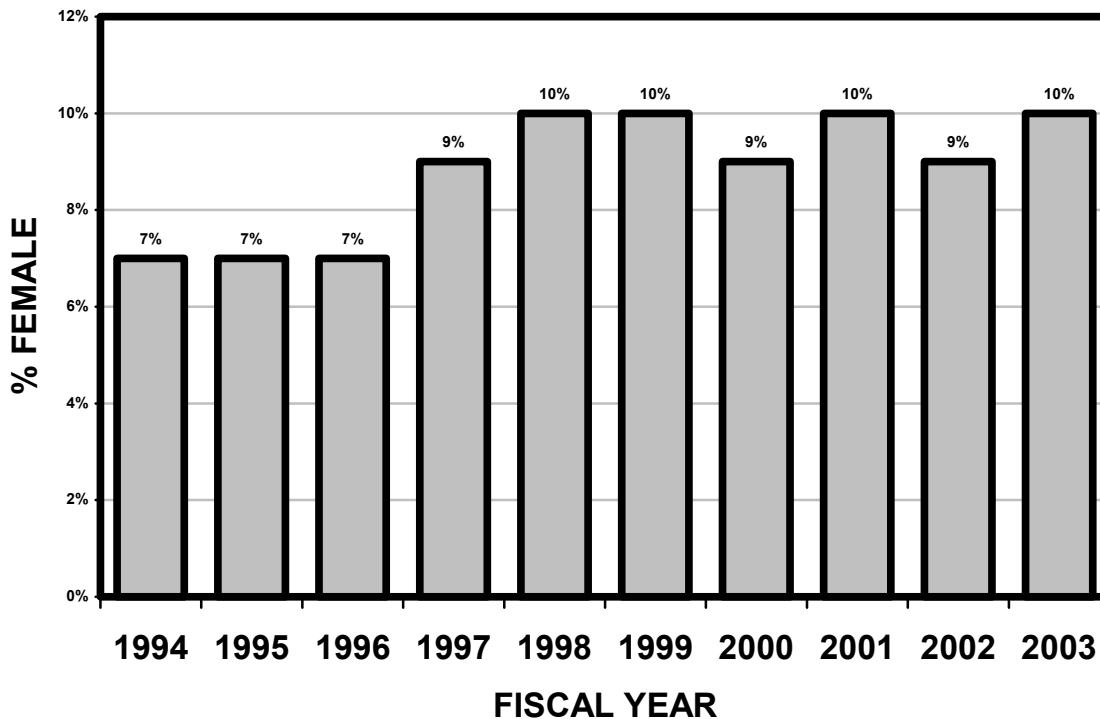


FIGURE 8: NEW COMMITMENT PERCENTAGES BY ETHNICITY, FY 1994-2003



(Percentages may add to more than 100 percent due to rounding.)

FIGURE 9: PERCENTAGE OF NEW FEMALE COMMITMENTS, FY 1994-2003



PRIORITY POPULATIONS

TYC assesses the risk and needs of each youth in order to make placements in appropriate programs. Two major categories of priority populations within TYC are offenders with a high risk of committing future serious delinquent or criminal acts and offenders with special needs.

Offenders deemed to have the highest risk of committing future serious acts are violent offenders, chronic serious offenders, controlled substances dealers and firearms offenders. Commitments for these high-risk youths have ranged between 35 and 53 percent for the last 10 years (43 percent in FY 2003).

During FY 2003, 54 percent were chemically dependent, 48 percent had serious emotional disturbances, 11 percent were sex offenders, 17 percent were capital and serious violent offenders and 1 percent had mental retardation. Eighty-three percent had at least one of these five special needs.

COMMITMENT PROJECTIONS

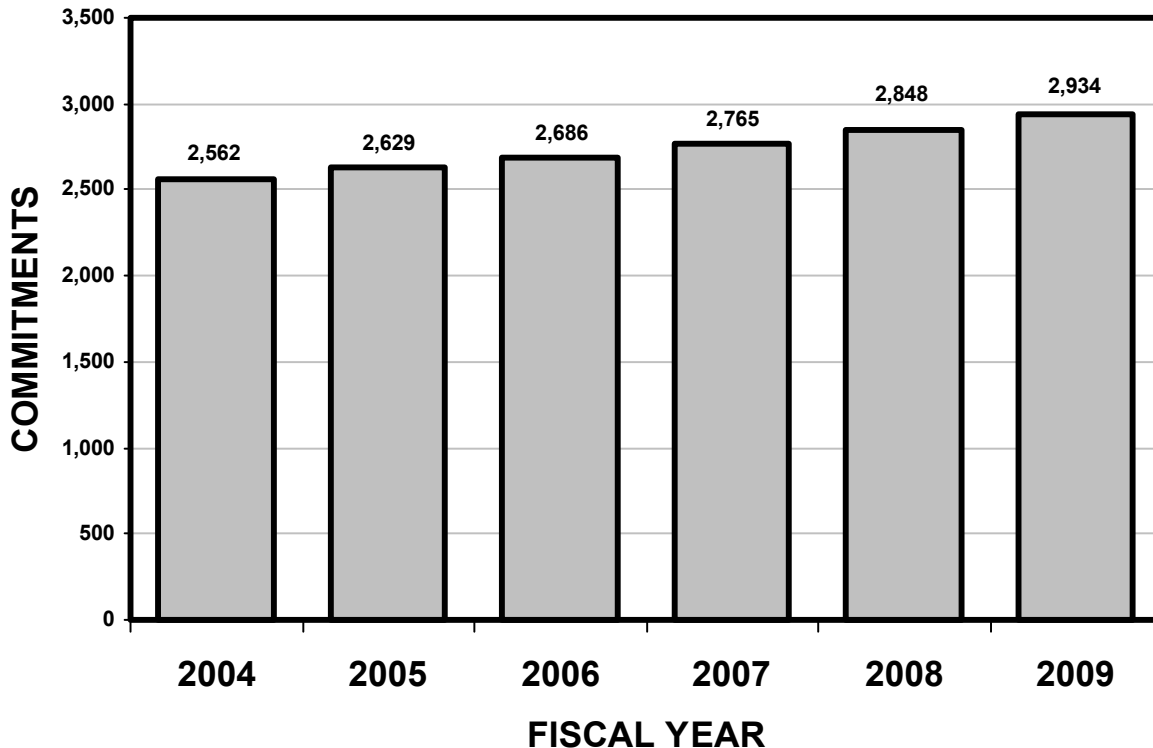
Historically, TYC based its commitment projections on those provided by the Criminal

Justice Policy Council (CJPC). Per CJPC's projections, TYC was funded in FY 2004 under the assumption it would receive 2,704 new commitments and 1,076 other intakes. In FY 2005, CJPC projected 2,766 new commitments and 1,091 other intakes.

CJPC was discontinued at the end of FY 2003. The Legislative Budget Board (LBB) hired staff in March 2004 specifically to perform population projections. Also, staff from the Governor's Office of Budget, Planning and Policy will project populations. In June 2004, the LBB staff projected that TYC's new commitments as follows:

- 2004 2,562
- 2005 2,629
- 2006 2,686
- 2007 2,765
- 2008 2,848
- 2009 2,934

FIGURE 10: PROJECTED NEW COMMITMENTS



AVERAGE DAILY POPULATION AND AVERAGE LENGTH-OF-STAY

The number of commitments and the new intakes to TYC and their average length-of-stay are the two factors that drive the agency's Average Daily Population (ADP). Correctional program ADP peaked in FY 2001 at 5,599, more than double the ADP of 2,190 in 1994 (156 percent increase) (Figure 11). Since then, ADP decreased 10 percent to 5,066 in FY 2003, and has since decreased to 4,697 for the first half of FY 2004.

TYC policies implemented since 1996 have increased the minimum length of stay for most of the juveniles committed to TYC. As a result of legislated Progressive Sanctions Guidelines effective January 1, 1996, TYC changed its minimum length-of-stay policy from six to nine months for General Offenders.

TYC also increased its minimum length-of-stay from nine to twelve months for Chronic Serious Offenders (youths adjudicated for a felony on three separate occasions), and Controlled Substances Dealers and Firearms Offenders. In FY 1997, the minimum length-of-stay for youths classified for sexual assault or aggravated sexual assault was increased from 12 to 24 months. In FY 1998, TYC expanded its definition of Violent Offenders to include all youths committed for a felony offense against a person. Non-aggravated robbery constitutes the vast majority of commitments that were added to the class of violent offenses.

FIGURE 11: CORRECTIONAL PROGRAMS AND PAROLE DAILY POPULATION (ADP), FY 1994-2003

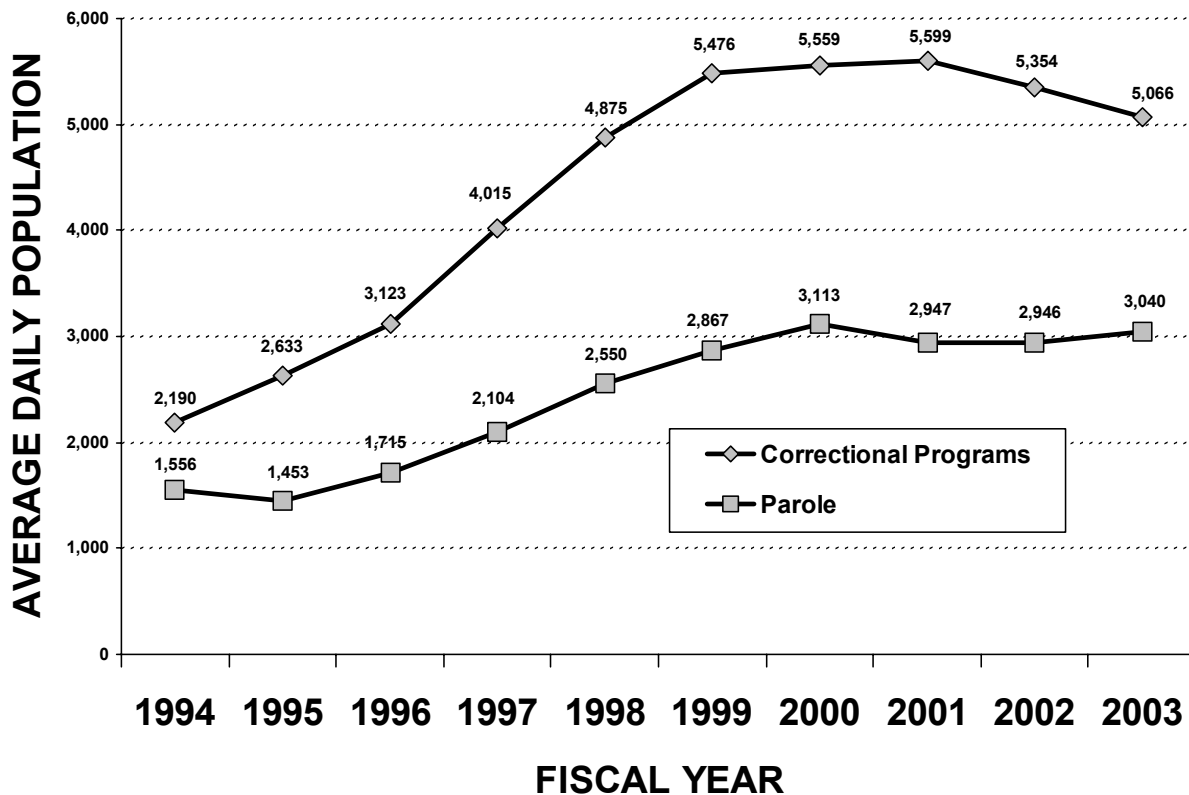
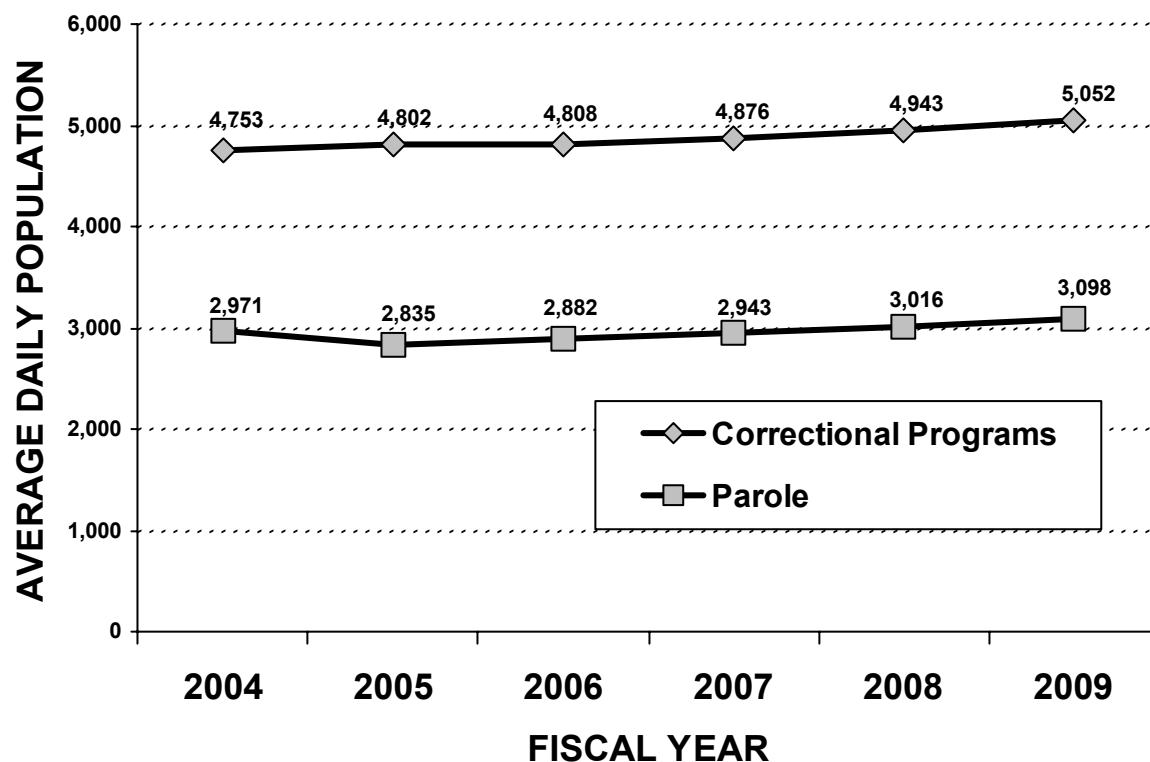


FIGURE 12: AVERAGE DAILY POPULATION (ADP) PROJECTIONS



In 1996, TYC also created a policy specifying that youths could not be released to parole until they had completed specified phases in their Resocialization treatment program, unless TYC was overpopulated and an Emergency Population Plan was implemented.

TYC was funded for the 2004 year to have an average length of stay (mean) of 15.9 months for General Offender new commitments and 22.4 months for all other non-sentenced new commitments. The funding for 2005 was for an average of 15.2 months for General Offenders and 21.9 months for all other non-sentenced offenders, and to have an average daily population of 5,150 in FY 2004 and 5,212 in FY 2005. As TYC has only received 1,179 new commitments for the first six months of FY 2004 instead of the 1,307 projected by the Criminal Justice Policy Council, and only 483 other intakes

compared to the 539 projected, it has not been necessary to reduce lengths of stay as much as initially projected. The average length-of-stay (mean) of General Offenders has been reduced from 18.7 months in FY 2002 to 17.2 months for new commitments released the first half of FY 2004. While the average length of stay of other non-sentenced new offenders has actually increased from 23.4 months in FY 2002 to 25.1 months for the first half of FY 2004, the median (50th percentile) length-of-stay of other non-sentenced new commitments has decreased from 17.7 months in 2003 to 15.9 months for the first half of FY 2004. The median length of stay for General Offenders has declined from 14.7 months in FY 2002 to 12.2 months in the first half of FY 2004.

The ADP for parole, which decreased to 1,453 in FY 1995, doubled to 3,040 (103 percent increase)

in FY 2003 due to increased commitments and a policy change allowing General Offenders to remain on parole after age 18 through age 20, with mandatory discharge from TYC prior to the 21st birthday.

AVERAGE DAILY POPULATION PROJECTIONS

TYC was funded in 2004 and 2005 for the following Average Daily Populations (ADP):

- 2004 5,150
- 2005 5,212

In June 2004, the Legislative Budget Board staff made the following projections for TYC's residential Average Daily Populations:

- 2004 4,753
- 2005 4,802
- 2006 4,808
- 2007 4,876
- 2008 4,943
- 2009 5,052

ENVIRONMENT

FEDERAL CONSIDERATIONS

Historical Role of Federal Involvement

The federal courts have a substantial impact on agency operations. Several Supreme Court decisions, beginning in the late 1960's, accorded juveniles most of the legal protection of adults and set the tone nationally for attention to due process for youths deprived of liberty. A major federal court case involving TYC was Morales v. Turman, 383 F. Supp. 53 (E.D. Tex. 1974), which was settled in 1984. The major issues were: the constitutional right to treatment for juveniles deprived of liberty; adequate qualified staff; standards for treatment and discipline; and the right to voice complaints and seek administrative redress.

Description of Current Federal Activities

The Texas Youth Commission receives federal funding from a variety of sources. Receipt of these funds has a direct impact on the agency's ability to meet its goals and objectives. The FY 2004 budget includes \$17.2 million in federal funding, which is approximately 7 percent of the total operating budget. Federal funding consists of \$6.9 million in National School Lunch and Breakfast Program funds, \$4 million in Federal Education Grants funds, \$1.9 million in federal foster care funding, \$692,103 in Residential Substance Abuse Treatment (RSAT) funds, and \$3.7 million in Violent Offender Incarceration/Truth-In Sentencing (VOI/TIS) funds.

The Criminal Justice Division of the Governor's Office designated TYC as the direct administering agency for the VOI/TIS federal grant program for federal fiscal years 1996-2000. All federal funding received by TYC requires state matching or some type of maintenance of effort.

In recent years, TYC has been very successful collaborating with other agencies to maximize the federal funding available for juvenile corrections programs. The current level of federal funding for TYC has increased dramatically from the \$3.69 million expended in fiscal year 1993 (Figure 13).

For FY 2004, TYC was appropriated \$3.4 million under the VOI/TIS grant from the federal fiscal year 2000 award to purchase leased bed space for TYC youths. Including these funds, TYC will have spent more than \$56 million in VOI/TIS funds to expand capacity from FY 1996 through FY 2004.

TYC received approximately \$4 million in FY 2004 in federal funding to supplement state funding for the education of youths with specialized needs. The largest amount of supplemental funding, \$1.5 million, is received through the Elementary and Secondary Education Act (ESEA), Title I, Part D, Subpart 1, which is designated specifically for delinquent or at-risk youths in state agency programs. Through the Carl Perkins Act, administered by the Texas Education Agency, TYC receives per capita supplemental funding for each student enrolled in vocational programs for

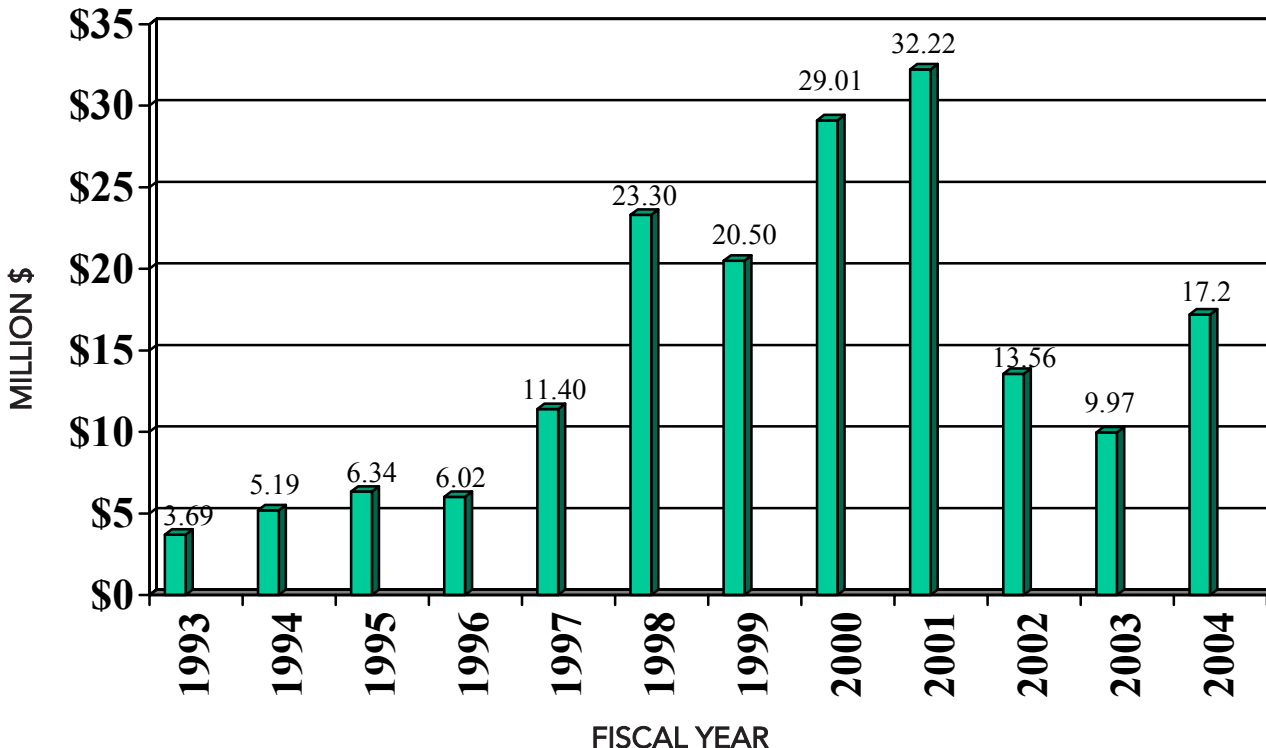
Supplementing vocational programming, which totaled \$184,000. Under the Individuals with Disabilities Act (IDEA), Part B, TYC receives funding, \$808,000, to assist with providing services for students who are eligible to receive special education services.

Other federal sources include Title II, Part B of the Dwight D. Eisenhower Professional Development Program, Title III, English Language Acquisition Grant, and Title IV of the Safe and Drug Free Schools and Communities Act, which totals \$525,000. In FY 2004, TYC was awarded \$924,371 from the Department of Labor (DOL), Employment and Training Administration (ETA). This funding is used to improve academic skills and workforce preparation programs for youths in correctional facilities.

In FY 2004 TYC also received approximately \$6.9 million in federal funds for youths in institutions and community-based facilities through the U.S. Department of Agriculture School Lunch and Breakfast Program. TYC must ensure that meals are served within allowable federal requirements for nutrition in order to obtain reimbursement for a portion of the cost of each meal.

TYC's fiscal year 2004 budget includes \$1.9 million in federal funds received through the Texas Department of Family and Protective Services. The funding source is Title IV-E of the Social Security Act, created by the Adoption Assistance and Child Welfare Act of 1980. State agencies are permitted to claim a percentage of

FIGURE 13: TYC FEDERAL FUNDS FY 1993-2004



the costs associated with the care of some categories of youths. Accessing these funds requires additional agency personnel to document and track youth eligibility, monitor compliance with federal case planning requirements, and to train agency staff. Also, TYC was awarded \$692,103 in FY 2004 by the Office of the Governor, Criminal Justice Division, under the Residential Substance Abuse Treatment Grant (RSAT) to provide in-patient chemical dependency treatment at three sites. This funding will be eliminated by the federal government as of September 30, 2004.

STATE CONSIDERATIONS

State Philosophy

During the 78th Legislative Session, legislators dealt with budget shortfalls and increased demands for services by making statewide funding reductions and reorganizing service delivery systems. Due in large part to the success of the juvenile justice legislation and system-wide planning of the past three legislative sessions, the legislators were able to maintain the balance between corrections and rehabilitation. Critical programs continued to be funded that, if eliminated, would have increased the number of commitments to TYC. The reduced number of TYC employees should not result in a significant reduction in services or affect performance.

As in the past, juvenile justice policies continue to be tough, but fair, at both the county and state levels. The focus continues to be a balanced approach of prevention, intervention, treatment, rehabilitation, and accountability. The agency remains committed to managing its population without overcrowding, maintaining the safety of youths and employees, and helping youths to become productive and lawful citizens upon their return to the community.

State Legislature

Several new laws were passed in 2003 by the 78th Legislature that affected TYC. HB 2319 by Representative Harold Dutton is a large omnibus juvenile justice bill that covers a number of topics

affecting all aspects of the juvenile justice system, with several provisions that affect TYC in particular. One provision clarifies the conditions under which youths and their parents may have access to their TYC youth records and clarifies that those records include all records with personally identifiable information. For youths who are age 18 or older, the youth's consent is required for the release of information to the youth's parent. Under another provision, youth sentenced to commitment to TYC for capital murder are transferred at age 21 to the parole division of TDCJ to complete their sentences following their stay in TYC, unless the juvenile court determines after a hearing they should be transferred to the institutional division of TDCJ. Other provisions in the bill amend the Education Code to make participation in the GED program more accessible to TYC parolees and explicitly direct that TYC educational course credits be granted upon transfer to a local school district. Finally, an entire chapter in the Juvenile Justice Code was added to address the rights and responsibilities of parents. One of the rights is the right of parents to private, in-person communication with the youths in all juvenile justice system placements, including placements in TYC facilities.

House Bill 2895 by Representative Ray Allen authorizes the option to refer a youth to outpatient services of a local mental health authority when a youth is no longer able to progress in TYC's treatment programs due to a mental health condition or is discharged after completing the required minimum length of stay. The bill also authorizes TYC hearings examiners to subpoena witnesses and records in administrative hearings affecting youths.

House Bill 2002 by Representative Harold Dutton authorizes unexpended proceeds from the sale or license of the TYC's Resocialization Program to be carried over to the next fiscal year to be used to help sustain an agency Resocialization Training Institute for TYC treatment providers and mid-level managers.

House Bill 562 by Representative Brian McCall requires youths committed to TYC for capital murder to give

blood or other specimens for DNA records compiled by the Department of Public Safety.

Senate Bill 826 by Senator John Whitmire extends to juvenile correctional and detention facilities, including TYC facilities, the requirement to investigate and provide a written report to the Attorney General's Office regarding the cause of death of any person in custody. The report must be filed within 30 days of the date of the death.

State Interagency Initiatives

Texas Workforce Investment Council

The Texas Workforce Investment Council, formerly known as the Texas Council on Workforce and Economic Competitiveness, was created by the Governor and Legislature in 1993 under Senate Bill 642 of the Workforce Economic Competitiveness Act. The Council's initial purpose was to develop two key evaluative reports on the Texas workforce development system and to develop a single statewide strategic plan that establishes the framework for the budgeting and operation of the system as administered by the agencies represented on the Council. In 1995, subsequent to the consolidation of workforce programs under the Texas Workforce Commission (TWC), the Council's status as a state agency was removed. In a continuing capacity as the state strategic workforce system planner and evaluator, the Council was then administratively attached to the Office of the Governor, which served as the Council's fiscal agent. Agency partners at that time included the Texas Workforce Commission, State Board of Education, Texas Higher Education Coordinating Board, Texas Department of Human Services and the Texas Department of Economic Development.

The 77th Legislative Session required the Council in 2001 to take specific actions to strengthen the accountability and evaluation of the Texas workforce development system. The Council's plan included adopting and administering core performance measures for Texas' workforce programs. Their single strategic plan for workforce development in Texas includes goals objectives and performance measures for all

workforce programs. The agency partners to the Council were expanded to include the Texas Department of Criminal Justice, Texas Rehabilitation Commission, Texas Youth Commission and the Texas Commission for the Blind. TYC began working with the Council to help reach its goal for developing a statewide workforce development strategic plan, to provide a strategy statement for our agency and to identify performance definitions related to workforce development activities.

Enacted during the 78th Legislative Session, SB 281 added language requiring the Council to facilitate the development of an integrated workforce system, designated that the five-partner agency heads represent their agencies as ex-officio voting members of the Council, and reduced the size of the Council.

In October 2003, the Governor approved the FY 2004-2009 Strategic Plan for the Texas Workforce Development System, titled, *Destination 2010*. TYC Executive Director Dwight Harris serves on the System Integration Technical Advisory Committee (SITAC), which is responsible for ensuring implementation of the long-term objectives in the strategic plan, solving cross-agency issues, making recommendations to the Council on annual updates to the plan, and reporting to the Council on progress toward and achievement of those long-term objectives and plans. Additionally, other TYC designated staff serve on the Strategic Planning Committee, which is responsible for assisting the SITAC with current issues, problem-solving, and in helping to prepare data and information for reporting.

Juvenile Justice Initiatives

TYC participates in several interagency initiatives that have a positive impact on the services provided and the environment in which services are provided. TYC participates in local Community Resource Coordination Groups (CRCGs) and is an active member of the State CRCG workgroup. A TYC representative sits on the Texas Correctional Office on Offenders with Medical or Mental Impairments (TCOOMMI)

board and is collaborating with them on the legislative initiative to refer TYC youths with serious mental health problems to community-based services when they transition to parole. A referral procedure has been enhanced by requiring TYC staff approval of referrals for services to qualified youths. Additionally, referral requirements and procedures have been specified in case management standards and agency-wide training. TCOOMMI services include a range of psychiatric and counseling services for youths and their families and are designed to support the youth's ability to successfully transition back to the community.

The agency also participates in the state-level Texas Integrated Funding Initiative (TIFI) Consortium and at the community pilot sites (Austin, Brownwood, Conroe, Floydada area, Fort Worth, and Houston). The TIFI project represents a unique approach to dealing with youth with intense mental health needs, including chronic and violent offenders. It is an effort to develop local organized family-based service delivery systems for children with multiple needs, to ensure that these systems are accountable for outcomes, and to maximize all state, local, and federal funding sources.

Additionally, TYC participates in the Texas Interagency Council for the Homeless, the Texas Commission on Alcohol and Drug Abuse's State Incentive Grant for Substance Abuse, the Drug Demand Reduction Advisory Council, the Texas School Safety Center Advisory Board, and the Texas Alcoholic Beverage Commission's Enforcing Underage Drinking Laws Advisory Board.

TYC and the Texas Juvenile Probation Commission (TJPC) are the two state agencies that play a major role in the organization and implementation of juvenile justice services within the state. In 1994, TYC and TJPC formalized a Joint Board Subcommittee, comprised of members of both agency Boards. TYC and TJPC are committed to achieving a state and local partnership that ensures a comprehensive and coordinated juvenile justice system. The Joint Board Subcommittee meets to discuss issues of concern to both agencies and to monitor the implementation of the *TJPC/TYC Coordinated Strategic Plan*. As a member of the Texas

Advisory Council on Juvenile Services, TYC works with chief juvenile probation officers and representatives from the Texas Department of Family and Protective Services and the Texas Education Agency to advise the Texas Juvenile Probation Commission on issues that affect that agency.

TYC participates in a consortium of state agencies involved with justice in Texas to plan and coordinate the integration of justice information systems and networking in Texas. The Department of Information Resources (DIR) formalized this effort in the previous State Plan under the title of the Texas Justice Information Integration Initiative. This initiative is continued in the latest State Strategic Plan for Information Resources Management published in November 2003 under the Data Exchange Domain of the new Architecture Components for the Enterprise (ACE). ACE is the overall structure that is to guide information resources activities across the state in the next biennium. New DIR strategies in which TYC will be involved include aggregation of Information Resources procurement, information resources security, and agency reporting.

Finally, the Texas Department of Criminal Justice (TDCJ) manages construction projects for TYC, and the two agencies meet weekly concerning construction matters.

LOCAL CONDITIONS

Projecting the number and characteristics of youth who will be committed to TYC in the future is difficult because of the many variables involved. Yet, it is reasonable to observe that local conditions such as the incidence and severity of juvenile crime and the nature and extent of resources for addressing the needs of juvenile offenders in the community has a significant bearing on this projection. Generally speaking, the decision to commit a youth to TYC is not taken lightly, depending on the nature of the crime, and communities normally exhaust available local means for addressing the needs of delinquent youth before committing them to TYC. Hence, it is useful to consider emerging factors that may impact a county's ability to retain and treat youth in the community.

In November 2003, TYC and TJPC collaborated to conduct a series of structured interviews with knowledgeable representatives of health, human service and education agencies to investigate budding issues for the juvenile justice system. The interviews revealed that agencies had strategies to deal with budget cuts by “doing more with less,” but, also that fewer state-paid social services would be available for at-risk youth than in the past. Several respondents noted that reductions in state-funded prevention programs for at-risk youth could increase the numbers of juveniles under the supervision of local juvenile probation authorities, and reductions to health and behavioral health benefit programs could result in fewer children receiving such services in Texas communities and more children entering the juvenile justice system with unaddressed health and behavioral health needs.

As a follow-up, additional structured interviews were conducted with Chief Juvenile Probation Officers of two large counties in the spring of 2004. These in-depth interviews revealed that:

- Referrals to these juvenile probation departments are increasing, especially among younger youth, thirteen or fourteen years of age. Increases in referrals of gang-affiliated youth were noted in one community and emotionally disturbed youth in the other. Referrals of girls were increasing more rapidly than referrals of boys, and referrals of Hispanics more rapidly than other ethnic groups in both communities.
- Though these communities remain steadfast in their commitment to provide quality services for juvenile offenders locally, the loss (or pending loss) of grant funding and rising costs impede the Departments’ abilities to provide certain specialized services for as many youth as in the past. Loss of outpatient treatment for sex offenders was highlighted in one community while loss of certain mental health services was stressed in the other. Both communities reported an impending loss of some

federally funded chemical dependency treatment services.

- Both juvenile probation chiefs expressed strong confidence in the rehabilitation services provided by the Texas Youth Commission, singling out specialized residential treatment services – particularly sex offender treatment services – for particular praise.
- There were distinct perceptions that both communities would, over the next few years, commit more youth to TYC than in the recent past. The estimated increase ranged from 10 percent to 20 percent. As one juvenile probation chief expressed it, “Future commitments will increase – youth will come to you (e.g. TYC) earlier in their delinquency career and a larger proportion will have special needs.”

ORGANIZATIONAL DESCRIPTION

ORGANIZATIONAL STRUCTURE AND PROCESS

A seven-member board of directors governs TYC. The Governor, with the consent of the Senate, appoints seven board members for staggered six-year terms. The Governor designates the Texas Youth Commission’s Board chairman who serves in that capacity at the pleasure of the Governor.

An Executive Director located at a central administrative office heads the Texas Youth Commission administration. A Deputy Executive Director has direct line authority over all agency operations. The Assistant Deputy Executive Director for Juvenile Corrections supervises all residential and community programs. The Assistant Deputy Executive Director for Rehabilitative Services facilitates implementation, coordination, treatment and accountability, and provides clinical oversight for correctional treatment, education, and health services. The Assistant Deputy Executive Director for Financial Support manages the budget, finance, purchasing & support services, maintenance and operations, and research functions of the agency. The Assistant Deputy Executive Director for Human

Resources manages the human resource, risk management, and staff development functions of the agency. The Assistant Deputy Executive Director for Information Services supervises the information to resource technology infrastructure and programming for the agency. The Internal Auditor reports directly to the TYC Board and administratively to the Executive Director.

HUMAN RESOURCES

The Texas Youth Commission currently employs approximately 4,800 staff, whose responsibilities range from youth supervision and treatment to technical and administrative support. Because of the excellence and dedication of TYC staff, the agency is recognized as a leader among juvenile corrections programs across the country. A major benefit for some staff is the implementation of career ladders, which provide for employee promotions. On the downside, the agency employee turnover rate was relatively high at 31.24 percent in FY 2003, primarily due to the number of juvenile correction officers who leave

within their first 18 months of employment.

Another factor is TYC's inability to keep pace with private sector salaries. With the implementation of several retention initiatives, such as recruitment and retention bonuses, recognition programs, conducting Juvenile Correction Officer focus groups on turnover, and re-engineering employment and recruitment processes and mentoring programs, the agency is seeing some improvement in the turnover rate this year.

TYC staff are 52.3 percent male and 47.7 percent are female (Figure 14); 45.8 percent are Anglo; 36.5 percent are African-American; and 17.7 percent are Hispanic. Legislative goals for the State of Texas require state agencies to reflect at least 40.9 percent minority employment. Overall, TYC exceeds the legislative requirements with 54.2 percent minority employment. (Figure 15).

FIGURE 14: TYC EMPLOYMENT UTILIZATION BY RACE AND SEX

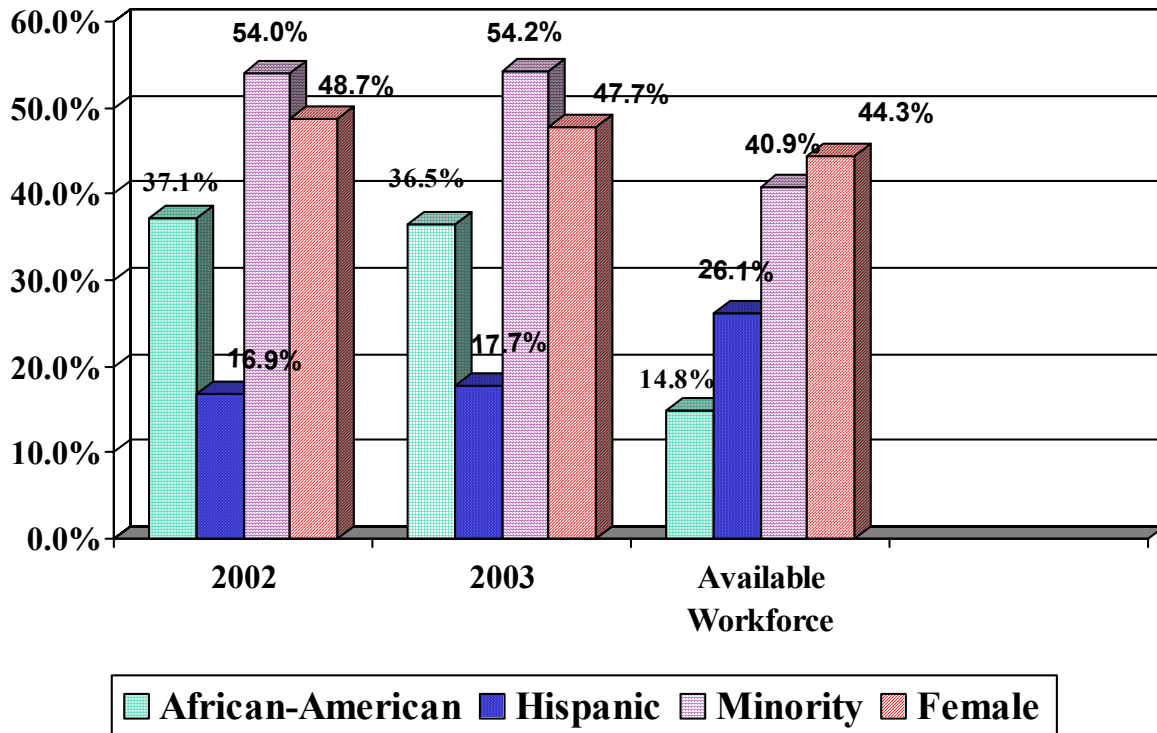
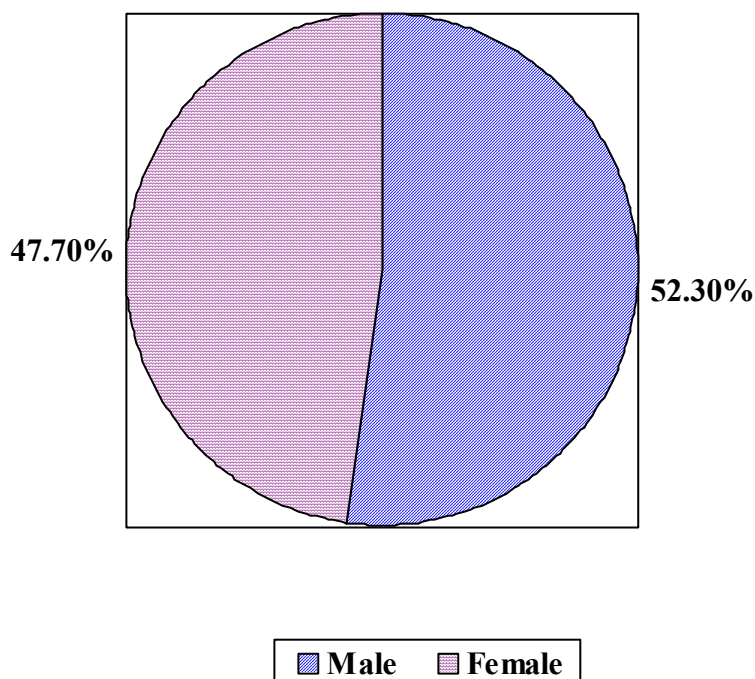


FIGURE 15: TYC WORKFORCE BREAKDOWN BY GENDER



However, minority (especially Hispanic) and female recruitment need to be intensified within some individual Equal Employment Opportunity (EEO) categories, such as Skilled Craft, Administrative Support, Service/Maintenance and Technical positions. Hispanics, on the other hand, are properly represented in the Professional categories, and there has been a slight increase in Hispanic representation throughout the agency. Female representation needs to be increased in the Technical and Skilled Craft categories. TYC has identified these needs and has implemented an aggressive minority recruitment plan. TYC reviews its recruitment plan annually and sets new goals based on this assessment, (Figure 16).

The TYC Workforce Plan found in Appendix E of this strategic plan identifies future agency workforce needs in greater detail.

STAFF DEVELOPMENT

The Staff Development Department uses information from the Survey of Organizational Excellence, directions from the Executive Council, agency training needs assessments and input of the Staff Development Administration Board (SDAB) to assist with the formulation of training needs in the agency. The SDAB is composed of staff representatives from all job classes and field locations.

With the input of the SDAB and the findings from the survey of Organizational Excellence, several key programs have been implemented or enhanced. The agency's front-line supervisors training program, the mid-managers training program and the pre-service training program, which prepares new direct care staff to assume

FIGURE 16: TYC JOB CATEGORY STATISTICS

Job Category	African-American		Hispanic-American		Females	
	TYC % Employed	State % Available	TYC% Employed	State % Available	TYC % Employed	State % Available
Officials, Administration	16.9%	7.3%	7.0%	11.6%	38.0%	31.63%
Professional	22.8%	9.3%	14.3%	10.9%	52.4%	46.9%
Technical	0.0%	13.7%	0.0%	18.9%	0.0%	39.4%
Para-Professional	33.7%	17.9%	22.7%	31.4%	70.6%	55.8%
Administrative Support	12.4%	19.6%	18.7%	25.6%	92.3%	79.9%
Skilled Craft	0.0%	10.4%	14.3%	29.5%	0.0%	10.2%
Service & Maintenance	22.9%	18.4%	23.3%	44.2%	48.6%	24.9%
Protective Services	49.0%	17.8%	18.8%	22.0%	38.1%	21.0%

responsibility for youth committed to TYC, were revised. The agency now contracts with several community colleges to conduct pre-service training programs using the TYC training program curriculum.

The Staff Development Department has implemented the following categories of training programs:

Front-Line Training for Direct Care Staff

The training for these direct care staff provides a mix of classroom and formalized on-the-job training (OTT). New staff are provided with 105 hours of classroom training that prepares them to support the agency's treatment programs, be proactive in minimizing youth crisis, respond appropriately to critical incidents and protect the rights of youth. The OJT program is formalized in how it is conducted and documented, and is based on a national model developed by the National Institute of Corrections. The program is conducted over a period of nine months and provides new staff with over 500 hours of training.

It is competency-based, requiring staff to pass both written and performance tests. Staff members are given an agency certification upon completing the training requirements.

Supervisory and Middle Management Training

These staff are provided with classroom training that helps them develop (1) personal effectiveness skills based on core principal values, (2) people skills and communication abilities for effective supervisory/staff relationships, (3) agency-specific supervisory management procedures as they relate to agency policy and (4) managerial techniques for making decisions consistent with the agency's strategic mission.

Executive Training for Key Field Administrators

The top field administrators are trained in skills identified through "World Keys," a formalized skills assessment developed by Ohio University. In addition to training required of supervisors and middle managers, this training is designed to provide administrators with key leadership skills that help them connect their vision to the agency's mission, communicate it effectively and

manage employees, as well as multiple systems of their facilities.

TECHNOLOGICAL DEVELOPMENTS

TYC is highly automated and makes full use of its automation and telecommunication capabilities. The agency utilizes both legacy and Windows/Intel based applications to meet the needs of their internal and external customers. One recent development is that legacy applications have been leveraged through web enablement. Application developers are actively writing new and converting old legacy applications into a web environment. Data from these legacy applications is then utilized with a more effective/efficient reporting tool to provide many reports critical to agency operations. Reports are distributed daily via automated email or are available using a popular user-driven web-reporting tool. This tool allows TYC employees to develop their own reports by selecting the variables, sorting criteria and format. This capability has proved to be invaluable in trend analysis, case management and for planning purposes.

TYC has a well-developed Internet website that is fully compliant with all State of Texas standards. The website contains volumes of information on agency philosophy, policies, operations, and services. This site is TYC's electronic interface with Texans and the world. The website also contains a very popular section named the "World of Prevention" that is accessed worldwide thousands of times each month. It contains information summarized by TYC, as well as web links to prevention resources around the globe.

The agency Intranet website contains policy, procedure and standards manuals, an employee portal to human resources information, links to agency applications and many other useful forms of information for employees. Both the Internet and the Intranet sites are constantly expanding to provide better, more comprehensive information to TYC staff.

TYC utilizes videoconferencing capabilities at 13 facilities across the state, in Austin at the central office, and with select individuals. Videoconferencing saves time and money in areas of staff training, meetings with education staff,

introduction of new initiatives to juvenile corrections staff across the state and providing face-to-face contact with telecommuting staff without the burdensome process of arranging training and travel for hundreds of people.

It is unlikely that in the near future (next biennium), there will be new technological advances that qualitatively differ significantly from information technology systems currently in place at TYC. It is more plausible that there will be advances in operating efficiencies, speed and capacity. The agency plan for replacement/upgrade of obsolete technology will guide future technology requests.

HISTORICALLY UNDERUTILIZED BUSINESSES (HUBS)

TYC has been a proactive participant in the state HUB program. A full-time HUB Coordinator was hired in 1997. The TYC HUB Coordinator has complete access to agency leadership and purchasing administrators, and is at the same level as the agency Chief of Purchasing. TYC has approved and implemented HUB policies. The senior staff closely monitors agency progress relating to HUB performance targets. Feedback is provided to all key administrators with the semi-annual and annual HUB reports. TYC has begun to establish individual HUB targets for each TYC facility. TYC also is embarking on a program to encourage many of its eligible professional services contractors to register as HUB entities.

TYC will continue to implement policies and procedures that aggressively support and promote the intent of the HUB program as mandated by the 76th Legislature. The primary emphasis of the TYC HUB program is to assist HUBs in their ability to compete for TYC contracting opportunities in the procurement categories of construction, special trades construction, professional services, other services and commodities. TYC will ensure that its procurement staff is cognizant of the availability of HUBs and will remove unfair barriers to HUB participation. TYC will continue to improve its HUB program and achieve its HUB goals by:

- Stressing agency goals regarding HUB participation in all construction contracting activities. Include HUB participation in the

evaluation criteria of construction contracting opportunities. Actively recruit HUB vendors interested in participating in construction contracting opportunities.

- Stressing agency goals regarding HUB participation in all special trades construction contracting activities. Include HUB participation in the evaluation criteria of special trades contracting opportunities. Actively recruit HUB vendors interested in participating in special trades construction contracting opportunities.
- Stressing agency goals regarding HUB participation in all professional services contracting activities. Include HUB participation in the evaluation criteria of professional services contracting opportunities. Actively recruit HUB vendors interested in participating in professional services contracting opportunities.
- Stressing agency goals regarding HUB participation in all other services purchasing and contracting activities. Include HUB participation in the evaluation criteria of other services contracting opportunities. Actively recruit HUB vendors interested in participating in other services contracting opportunities.
- Stressing agency goals regarding HUB participation and require inclusion of HUB subcontracting requirements in all contracts in excess of \$100,000 wherein subcontracting opportunities exist.
- Implementing a mentor-protégé program to foster long-term relationships between TYC prime contractors and HUBs to increase the ability of HUBs to contract with TYC and subcontract with TYC prime contractors.
- Inviting HUBs to deliver technical and business presentations to TYC operational and procurement staff regarding the HUB vendor's capability to do business with TYC.
- Participating in external forums to identify HUBs capable of providing goods and services to TYC, and to make TYC

procurement opportunities available to HUBs.

- Hosting alone, or in coordination with other state agencies, local HUB forums.
- Continuing to maintain a full-time HUB Coordinator position.
- Preparing and distributing information on procurement procedures in a manner that encourages participation in bidding for TYC contracts by all businesses.
- Specifying reasonable, realistic contract specifications, terms and conditions consistent with the agency's actual requirements that allow for maximum participation by all businesses.
- Providing potential contractors with referenced list(s) and/or sources of list(s) of certified HUBs available for subcontracting opportunities identified in TYC procurement opportunities.
- Utilizing available HUB directories to solicit bids.
- Maintaining a monthly HUB reporting system to track HUB use in TYC correctional institutions and halfway houses.

LOCATION OF SERVICE POPULATIONS

The 76th Texas Legislature enacted SB 501 requiring that each state agency strategic plan identify each geographic region of Texas that is served by the agency, including the Texas-Louisiana border region and the Texas-Mexico border region. The strategic plan is to further identify any specific strategies for serving each region.

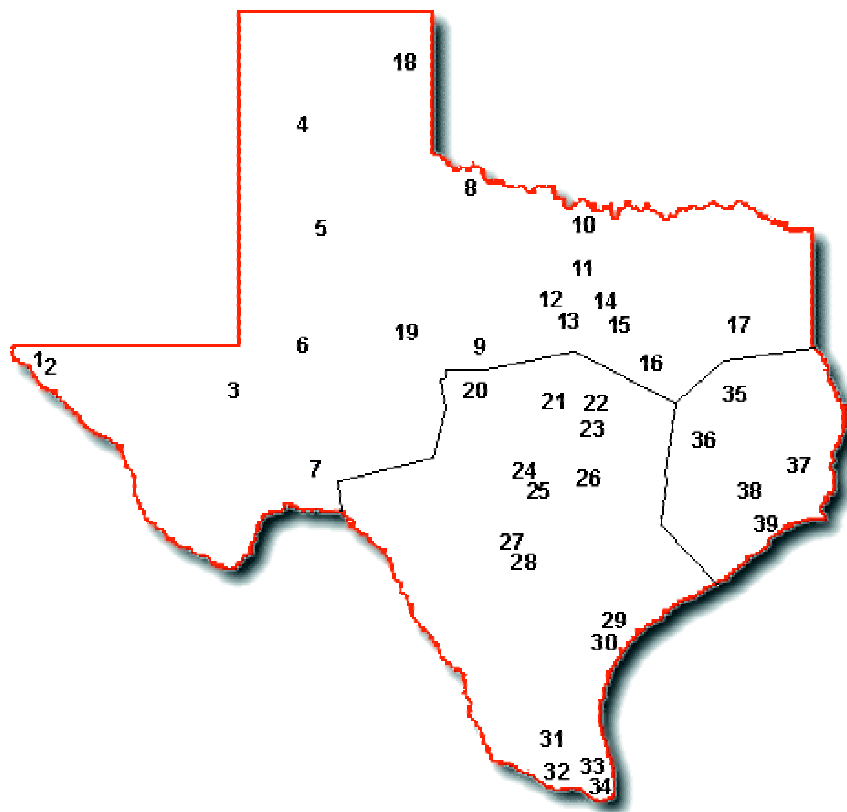
TYC services are available throughout the state. (Figure 17). TYC operates an orientation and assessment unit at Marlin where staff assess and evaluate youth for treatment and determine placement; Victory Field Correctional Academy at Vernon; a boot camp at Sheffield; a residential treatment center for emotionally disturbed youth at Corsicana; nine community-based facilities; and a statewide system of contract care, independent living and parole services. TYC also operates secure programs at the following locations:

- Al Price State Juvenile Correctional Facility at Beaumont;
- Crockett State School at Crockett;
- Evins Regional Juvenile Center at Edinburg;
- Gainesville State School at Gainesville;
- Giddings State School at Giddings;
- McLennan County State Juvenile Correctional Facility, Units I and II at Mart;
- Ron Jackson State Juvenile Correctional Complex, Units I and II at Brownwood;
- San Saba State School at San Saba; and
- West Texas State School at Pyote.

The Texas-Louisiana border region identified by SB 501 includes 18 counties in the northeastern section of the state. TYC provides or contracts to provide parole/aftercare services in each of the 18 counties identified in the Texas-Louisiana border region. TYC maintains a Northern Service Area District Office in Tyler (Smith County).

The Texas-Mexico border region identified by SB 501 includes 43 counties in the southern tier of the state. TYC provides or contracts to provide parole/aftercare services in each of the 43 counties identified in the Texas-Mexico border region. In this region, TYC operates the Sheffield Boot Camp (Pecos County) and the Evins Regional Juvenile Center at Edinburg (Hidalgo County). This region also is served by five halfway houses: Schaeffer House in El Paso (El Paso County), Beto House in McAllen (Hidalgo County), Edna Tamayo House in Harlingen (Cameron County), Ayres House in San Antonio (Bexar County) and York House in Corpus Christi (Nueces County). There are four district offices in this region – one in Corpus Christi (Nueces County), one in San Antonio (Bexar County), one in El Paso (El Paso County) and one in Harlingen (Cameron County). TYC contracts to deliver 24-hour residential service to TYC youth at the following locations: Associated Marine Institutes, Inc., Los Fresnos (Cameron County); and Roy Maas' Youth Alternatives: The Bridge Emergency Shelter, San Antonio (Bexar County).

FIGURE 17: TYC FACILITY LOCATIONS



Northern Service Area

- El Paso District Office
- Schaeffer Halfway House
- West Texas State School
- Amarillo District Office
- Lubbock District Office
- Midland District Office
- Sheffield Boot Camp
- Victory Field Correctional Academy
- Ron Jackson State Juvenile Correctional Complex I & II
- Gainesville State School
- McFadden Halfway House
- Fort Worth District Office
- Willoughby Halfway House
- Dallas District Office
- Cottrell Halfway House
- Corsicana Residential Treatment Center
- Tyler District Office
- Hemphill County District Office
- Coke County District Office

Southern Service Area

- San Saba State School
- Waco District Office
- McLennan County State Juvenile Correctional Facility I & II
- Marlin Orientation & Assessment Unit
- Austin District Office
- Turman Halfway House
- Giddings State School
- San Antonio District Office
- Ayres Halfway House
- Corpus Christi District Office
- York Halfway House
- Evins Regional Juvenile Center
- Beto Halfway House
- Harlingen District Office
- Edna Tamayo Halfway House

Eastern Service Area

- Crockett State School
- New Waverly District Office
- Al Price State Juvenile Correctional Facility
- Houston District Office
- Galveston District Office

BUDGET TRENDS

SIZE OF BUDGET

The Texas Youth Commission was appropriated \$494 million for the FY 2004-05 biennium, down \$46 million or approximately 9 percent from FY 2002-03 appropriated levels (Figure 18). The reduction was primarily a result of reduced populations reflected by the transfer of the Hamilton facility to the Texas Department of Criminal Justice and reductions in contract care capacity (185 beds in FY 2002 and 271 beds in FY 2005 from FY 2003 levels).

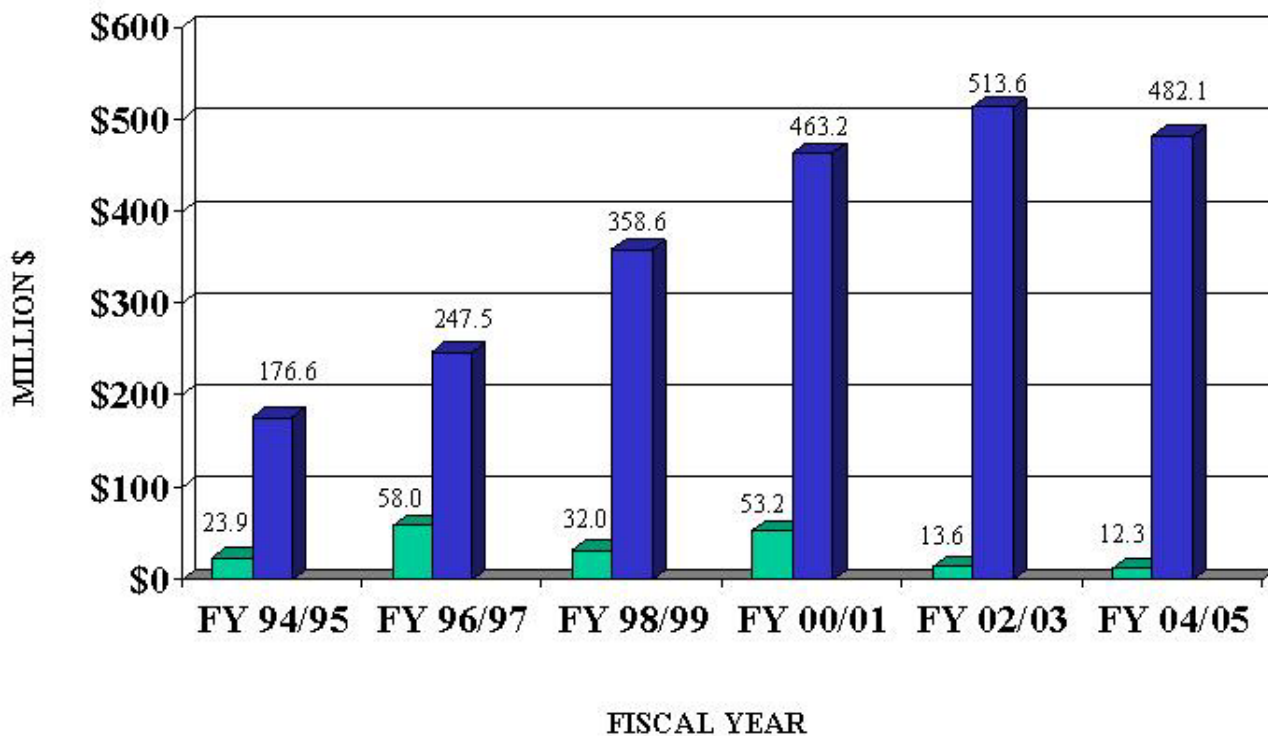
Included in appropriation levels for FY 2004-05 is \$9.6 million in rider appropriations that historically

has been appropriated as additional funding to the General Appropriations Act.

METHOD OF FINANCE

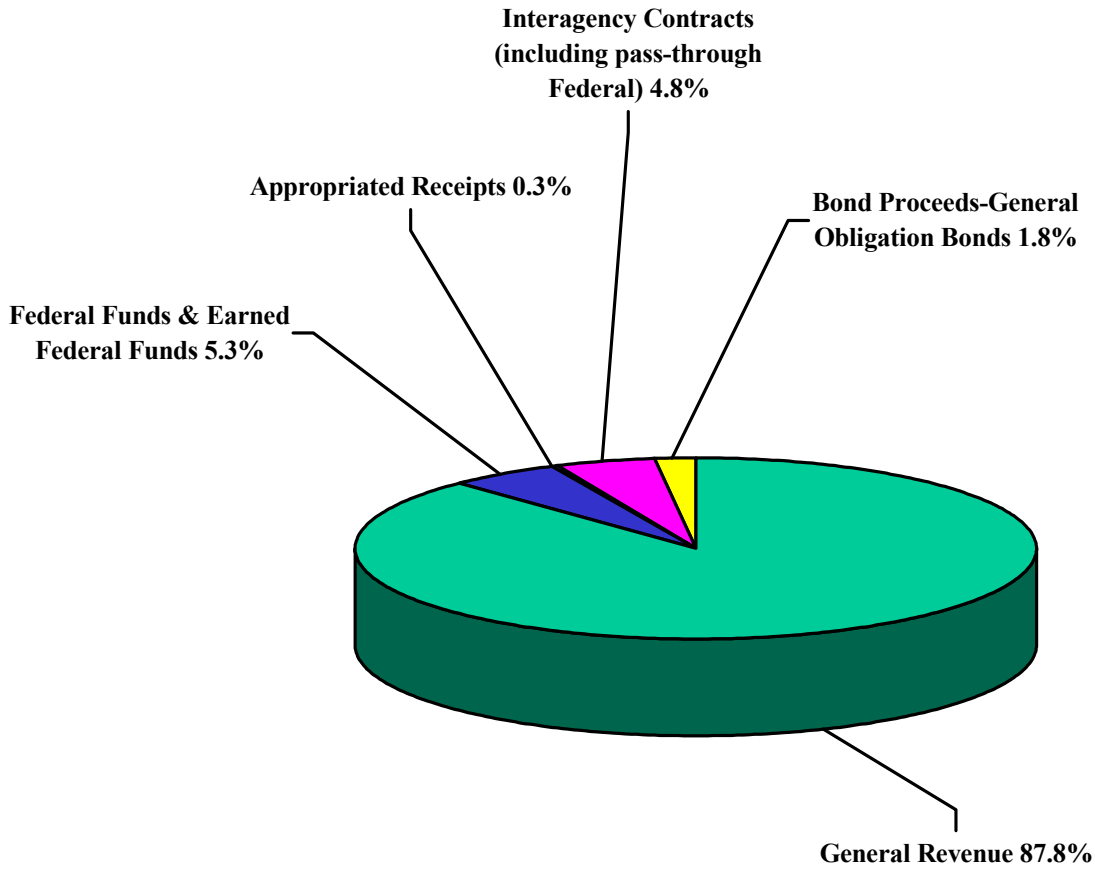
In addition to general revenue funds, federal funds and general obligation bonds, TYC will receive interagency contracts totaling \$23.8 million. (Figure 19). These funds are primarily School Foundation Per Capita Apportionment funds, Project Rio funds received through the Texas Workforce Commission and funds received from the Texas Commission on Alcohol and Drug Abuse(TCADA).

FIGURE 18: TYC APPROPRIATIONS, FY 1994-2005



	FY 94/95	FY 96/97	FY 98/99	FY 00/01	FY 02/03	FY 04/05
Capital Budget	23.9	58.0	32.0	53.2	13.6	12.3
Operating Budget	176.6	247.5	358.6	463.2	513.6	482.1
Total	200.5	305.5	390.6	516.4	527.2	494.4

FIGURE 19: TYC METHOD OF FINANCING FOR FY 2004-05 BIENNIUM



Funds	Biennial Totals	Percentage
General Revenue Funds	\$433,750,664	87.8%
Federal Funds & Earned Federal Funds	\$26,299,924	5.3%
Appropriated Receipts	\$1,480,520	0.3%
Interagency Contracts (including pass-through Federal)	\$23,836,176	4.8%
Bond Proceeds – General Obligation Bonds	\$8,985,387	1.8%
Total Method of Financing	\$494,352,671	100.0%

BUDGETARY LIMITATIONS

The TYC budget is primarily driven by the residential population level that is subject to short-term change and very difficult to project. Increased transferability between fiscal years is needed to ensure that funding follows the number of youth in care. In the FY 2004-05 Legislative Appropriations Request, TYC requested an increase in the capital budget as an exceptional item for replacement of personal computers and infrastructure. TYC did not receive additional funding over baseline levels for this item and accordingly, will not be able to meet the replacement schedules outlined by Department of Information Resources. TYC also requested as an exceptional item additional funds for maintenance, repair and renovation of building and systems. This exceptional item was also not funded. Many of TYC's facilities contain aging buildings and require repairs and renovations to meet governmental codes and guidelines.

POTENTIAL SAVINGS

If commitments remain at current levels, TYC will have cost savings due to the fact that the agency will be operating under appropriated Average Daily Population (ADP) targets. These savings will primarily be the result of the delayed phase-ins of youth at McLennan County State Juvenile Correctional Facility–Phase II and Sheffield Bootcamp expansions, and reduced residential placements in private contracted facilities (contracted capacity).

The projection of populations made by the Criminal Justice Policy Council in June of 2003 indicates TYC will have sufficient bed capacities required to meet population increases through FY 2005.

Any potential savings will depend on a number of assumptions about fiscal year 2004 and 2005 operations, not the least of which is population in TYC residential programs. Current population levels are below the projections of the Criminal Justice Policy Council and the target established in House Bill 1. While potential savings are based on continuing that

trend through the end of the biennium, it is difficult to project where actual populations will be twelve to eighteen months from now because of the many variables involved. TYC will continue to monitor population levels and be forthright in returning funds not used for the purposes they were appropriated.

CAPITAL ASSET STRENGTHS AND WEAKNESSES

Strengths

TYC has been successful in opening four new facilities over the last twelve years that were specifically designed and constructed for security and the agency's treatment and educational programs. Some facilities were expanded using a prototype dorm design that is more secure and has a central command post that cannot be penetrated by youth. This provides a secure communication link to the rest of the facility in the event of student disturbances.

TYC facilities provide, in most cases, adequate dorm space, educational, recreational, medical, and treatment space to meet the needs of its youth. TYC now has one bed for each youth without overcrowding its facilities. For many years, TYC facilities operated five to ten percent over capacity because of inadequate bed space.

Weaknesses

Several TYC facilities were not originally designed as correctional youth facilities. For example, two of the facilities were transferred to TYC from the Texas Department of Criminal Justice, and one facility was transferred from the Texas Department of Mental Health and Mental Retardation. While these facilities have been retrofitted, the initial design constrains their effective use for juvenile programs.

Several TYC facilities are more than thirty years old. Maintaining and updating these facilities to meet revised fire alarm and life safety requirements is very expensive. Their loss of use because of safety concerns adversely

affects rehabilitation efforts. The lack of funding for the maintenance and repairs of the facilities requires TYC to address life safety issues based on a priority basis as funds permit.

TYC is unable to meet the recommended timelines established by the Department of Information Resources for replacement of computers and infrastructure. This diminishes the functionality of software and agency legacy systems. The dependence of agency operations on the financial and youth information systems makes these limitations critical. Out-of-date machines result in frequent downtimes and loss of productivity and access to timely information. Moving forward with technological advances in information technology will be important if the agency is to meet its goals and objectives.

Educational space constraints at some facilities impact the total amount of time available for academic instruction. There is also a lack of space for vocational programs that require large open bays for implementation.

AGENCY EFFECTIVENESS

PUBLIC PERCEPTIONS

Recent magazine articles and a feature on a sports television network portrayed TYC programs and services very positively. In addition, TYC has an active network of volunteers. TYC youth perform community service such as cleaning up cemeteries, painting, mowing churchyards, and even assisting in constructing city parks and buildings. TYC institutions enjoy excellent relations in the communities in which they are located.

Juvenile justice professionals favorably regard TYC-provided programs and services. Since May 2002, four American Correctional Association (ACA) accreditation or re-accreditation audits have been conducted in TYC facilities, resulting in scores of 100 percent on mandatory standards and 97 percent or above on additional standards. TYC facilities have been positively reviewed by the Coalition

for Juvenile Justice, a "watch-dog" organization that promotes national improvements in conditions of juvenile confinement. The TYC Resocialization program has been adopted for use in Rhode Island. Closer to home, juvenile justice professionals (Juvenile Court Judges and Chief Juvenile Probation Officers) report high levels of satisfaction with TYC programs and services as detailed in the *"2004 Report on Customer Service"* published under a separate cover as part of the strategic planning process.

EMPLOYEE ATTITUDES

The Texas Youth Commission has participated in the Survey of Organizational Excellence (SOE) organized by the University of Texas since its inception in 1993-1994. The survey provides in-depth analysis of employee attitudes and concerns, and internal strengths and weaknesses. These are reported in Appendix F and presented with agency plans to address these issues.

STEPS TO INCREASE ORGANIZATIONAL EXCELLENCE

The Texas Youth Commission developed and uses a Human Resources Management Plan designed to improve employee morale and retention and reduce employee turnover through better management. TYC has taken the following steps through the Human Resources Management Plan to increase organizational excellence:

- Programs to increase employee satisfaction have been developed, implemented, and are being monitored.
- Programs have been created to address the unique nature of employment in juvenile corrections.
- Programs have been developed to address the balance between the rights and satisfaction of the individual employee and the overall good of the agency.
- Creative solutions to employee issues are being identified within budget constraints.

- Human Resources develops an annual Business Plan, which includes new or enhanced employee programs.

EFFECTIVENESS OF PROGRAMS

TYC primarily measures its effectiveness by the level of accomplishment on outcome performance measures. In FY 2003, TYC exceeded its target by at least 5 percent in two of seven key outcome measures (reading at grade level, and diploma or GED rate), met its target in four (one-year re-arrest rate for violent offenses, one-year rearrest rate, one-year reincarceration rate and three-year reincarceration rate), and missed its target by more than 5 percent on one (turnover rate for Juvenile Correctional Officers). TYC recently completed its 2003 Review of Agency Treatment Effectiveness that demonstrated reductions in recidivism. The review indicated improvements in the past five years on each of the following recidivism outcome measures:

- One-Year Rearrest Rate for a Felony Offense, from 36.7% to 32.4%;
- One-Year Rearrest Rate for Any Offense, from 54.7% to 52.8%;
- One-Year Reincarceration Rate for Any Offense, from 26.9% to 24.7%; and
- Three-Year Reincarceration rate for a Felony Offense, from 31.2% to 30.0%

There was a slight increase in the following two measures:

- One-Year Rearrest Rate for a Violent Offense, from 8.6% to 8.7%; and
- Three-Year Reincarceration Rate for Any Offense, from 50.1% to 52.2%.

The Review also examined the four specialized treatment areas of Capital and Serious Violent Offenders, Sex Offenders, Chemical Dependency and Emotional Disturbance. The study showed that both before and after statistically removing initial differences, youths who received specialized treatment had lower rates of recidivism in 32 of 36 measures compared (89%), versus those with similar

needs who did not receive specialized treatment. Even after removing initial differences between groups, nine of the thirty-six comparisons (25%) had reductions of at least 20 percent for youths receiving specialized treatment, and 18 (50%) had reductions of at least 10 percent.

AREAS OF PROGRESS

Orientation and Assessment

Improvements have been made in the delivery of medical services for youths admitted to the Marlin Orientation and Assessment Unit (MOAU). These improvements include the implementation of the Electronic Medical Records system, and the implementation of the IMMTRAC system, which is an automated computer program used to store and track a youth's immunization records. Improvements also have been made in the area of educational services, such as a realignment of the language arts and math curriculums. This realignment should assist TYC in achieving performance measures related to the reading and math gains. The youths at MOAU come from a variety of cultures; therefore, increased training and staff development for the educational staff focuses on multicultural issues. The system for assessing and identifying a youth's need for specialized treatment was revised and improved. Areas of specialized treatment services include mental health, mentally retarded, chemically dependent, sexual behavior, and capital and serious violent offenders. Also, changes and improvements were made to the Orientation Individual Case Plan (ICP), which is developed on every youth admitted to MOAU. Improvements include better tracking and communication of youths' needs.

Resocialization: A Performance Based Program

Fundamental to the success of rehabilitation, services for youths must address the factors supporting the delinquent activities and must

effectively intervene in an oftentimes progressively violent pattern of criminal offending. Many youths come from seriously abusive, neglectful, or disorganized environments. While not an excuse for juvenile offending, such environments increase the risks for youths to engage in unlawful activities. The majority of TYC youths have been involved in delinquent activities long before entering the Texas Youth Commission. They have developed delinquent values and criminal beliefs that support and justify their delinquent activities. Also contributing to continued delinquency are untreated mental health, special education, chemical dependency, or other specialized needs. Many youths are likely to return to crime upon release from incarceration unless we successfully intervene in the factors that support their antisocial behaviors and equip them with the skills needed for becoming productive, law-abiding citizens.

TYC has developed a comprehensive rehabilitation program called Resocialization. The Resocialization program is based on four cornerstones: correctional therapy, education, work and discipline training. These cornerstones are addressed in three primary areas within a highly structured 16-hour day: Academic/Workforce Development, Behavior, and Correctional Therapy, known as the **ABC's** of Resocialization. The program helps youths to understand the developmental and social antecedents that contributed to their criminal behavior and to accept personal accountability for changing. Focus is placed on developing the ability to recognize thoughts and feelings that are used to excuse or justify delinquent behaviors and on devising strategies to interrupt negative behavior patterns. Victim empathy, self-discipline, academic and vocational skills development and community service are critical components of the Resocialization process. The structured environment of the Texas Youth Commission begins the first day a youth enters the Marlin Orientation and Assessment Unit and continues throughout the youth's stay, including placement in community-based residential correctional programs and parole transition.

The Resocialization program is phase-progressive and competency-based, which means youths earn transition from high restriction to parole, based on completion of both required lengths of stay and demonstrated mastery of objectives in each foundational component. The agency has refined the competency-based phase system to include measurable objectives, which clearly define the necessary requirements. This specificity assists both staff and youths in setting treatment objectives, goals, and on-going assessment. The phase assessment enhancements also allow for program adaptations and modifications for youths with special needs. Refining the competency-based phase system enhances the agency's Resocialization program by providing an objective measure to determine when a youth can be safely transitioned to the community.

A competency-based phase system must be implemented within a case management continuum to be effective. TYC has developed an integrated case management system that begins at initial intake with a comprehensive assessment case plan, which serves as the foundation for case and placement planning. The assessment case plan summarizes specialized treatment needs, program adaptations as necessary, academic needs, and the family or social rearing environmental factors to be addressed. An objective placement system has been enhanced to prioritize specialized treatment for youths at highest risk for violent or sexual recidivism or who have specialized needs such as mental health impairment and mental retardation, which require intensive services for youths to progress in the agency's Resocialization Program. Social, family, and cultural factors are integral to TYC's case management system. Contact with families and referrals for community services begins at intake and is essential for reducing the risk factors in the social environment that may place youths at risk for future offending. The case management system adds specificity and guidelines for the application of phase assessment to specialized treatment programs, as well as the adaptations

to the general Resocialization Program for youths having complex, co-occurring special needs. The agency's Case Management Standards provide detailed, step-by-step procedures and integrate references to applicable General Administrative Policy. TYC's Case Management System equips staff with a valuable and accessible reference, specifies staff accountability and program requirements, and ultimately serves to maintain the integrity of the Resocialization Program in order to better serve the rehabilitative needs of youths committed to the agency.

Academic/ Workforce Development

TYC's educational curriculum is consistent with the Texas Essential Knowledge and Skills (TEKS) developed by the State Board of Education for public schools. TYC schools are expected to provide a minimum of 330 minutes of daily instruction. Youths attend school throughout the year with emphasis on the core subjects of English, math, social studies, science and career and technology education. Youths may earn credits toward completion of a high school diploma and prepare to attain a certificate of General Educational Development (GED). The primary goals of the academic program are to improve basic proficiency in reading and math. TYC research indicates the majority of youths who read at grade level and youths who complete their GEDs or have high school diplomas have lower recidivism rates. During 2002 – 2003, TYC implemented a system for educators to document student mastery of state curriculum for course credits (student TEKS profiles) and ensure accuracy of academic achievement records (AARs) for diploma completion. TYC administered state assessments system-wide to all pre-diploma students (including post-GED youths) to provide youths with the opportunity to acquire diplomas.

In several TYC schools, educators team with specialized treatment staff to coordinate the delivery of sex offender treatment with course work for a high school credit in sociology or chemical dependency treatment with school credit for health.

Youths with special needs, such as those eligible for special education services and/or instruction in English as a second language (ESL), receive services required under applicable federal and state statutes. A system-wide training was implemented for teachers in methods of instruction in English as a second language (ESL) for limited English proficient (LEP) youths. TYC schools administered all required state assessments across state institutions with appropriate modifications for LEP and special education youths. All eligible youths in security units receive special education services. The Special Education Operating Guidelines were updated to ensure full compliance with federal and state requirements in TYC-operated schools.

The educational program incorporates current technology and an array of effective workforce development courses to prepare youths for successful and productive transition from the TYC institution. TYC institutions have expanded Career and Technology Education (CATE) programs that include a variety of opportunities for CATE or industry certification. Examples include automobile technology, building trades, business computer information systems, mill and cabinetwork, horticulture, and computer maintenance and repair.

Behavior

Behavioral programming is critical for developing safe, structured environments. TYC youths are typically raised in highly disorganized, unstructured environments, which lack consistency and clear consequences for misbehavior. Discipline training and work are necessary for learning self-discipline skills and responsibility.

Discipline Training

Youths begin to learn self-discipline skills through regimentation and active participation in the structured 16-hour day. They learn the program rules and expectations and demonstrate increased leadership and initiative as they progress through the program. They follow a predictable routine that teaches them how to structure time to accomplish goals and

improve self-esteem through positive accomplishments. Discipline training also includes physical training, which provides a tangible example of the connection between practice, hard work, and improved performance.

Workforce

Youths participate in identified work activities, which include routine facility maintenance and may include paid jobs both on and off campus as their progress in treatment and risk level permit. TYC is working in coordination with the Texas Workforce Investment Council and partners to implement the statewide workforce strategic plan, *Destination 2010: FY 2004-2009 Strategic Plan for the Texas Workforce Development System*, to implement TYC-specific objectives and strategies to enhance youth employment.

Workforce programs at TYC schools include Prison Industry Enhancement (PIE) programs, which are monitored annually. Currently, four PIE programs exist in which youths receive both job skill training and prevailing wages, while building homes at two separate locations, remodeling mobile and modular homes, and doing metal fabrication. As a part of this program, youths are required to pay court-ordered restitution, court-ordered child support and provide monetary victim restitution to the state Victims Compensation Fund. The work component teaches responsible work habits and the value of a positive work ethic.

TYC is involved with local entities such as Houston Works USA, a Workforce Investment Act (WIA) service provider, to provide transitional aftercare services for Harris County youths. In San Antonio, TYC collaborated with the local Workforce Development Board and Good Samaritan to provide a transitional aftercare caseworker to assist parole youths with workforce development and vocational training services. In addition, TYC has partnered with the Workforce Development Board in Brownwood, Texas, and Texas State Technical College to provide Industrial Maintenance and Network Cabling classes at

the Ron Jackson State Juvenile Correctional Complex.

During 2003, TYC received the Promising Effective Practices Network (PEP Net) renewal award that is a national award presented in conjunction with the U.S. Department of Labor and the National Youth Employment Coalition.

Daily Behavior

On a daily basis, youths are provided with expectations regarding appropriate conduct and are encouraged to practice new behaviors, which leads to internalization and lasting change. Youths receive feedback on their behavior and immediate consequences, if necessary, in all areas of programming.

Correctional Therapy

Therapeutic interventions are used to stop negative behavior patterns and are necessary before delinquent youths will be motivated and ready to acquire new skills. Intervention may include psychological and psychiatric treatment to address underlying emotional disturbance or mental illness. However, the primary intervention strategy in the Remobilization Program is correctional therapy that occurs in a group format. Youths attend three types of groups on a routine basis: core intervention groups where they share life stories, identify patterns of criminal thinking and offending and learn how to interrupt their own negative behaviors; daily behavior groups where they focus on rule violations and problem-solving; and social skills groups in the areas of positive skills development, anger management, conflict resolution, interpersonal communication, and independent living. TYC also offers specialized programming for youths with special needs. These include programs for those diagnosed with mental health impairment, mental retardation and/or chemical dependency and for those who have committed sexual or serious violent offenses. While all youths receive offense-specific treatment with program adaptations to address their individual needs through the Remobilization Program, specialized programming is available to the most high-risk youths and implemented by

specially trained staff with advanced training on special needs offenders and professional board licenses.

Establishment of Inspector General Section

For many years, the agency has employed youth rights specialists in its institutions and regions to coordinate the youth complaint system and to conduct investigations into allegations of youth mistreatment. Their work was generally monitored by youth complaint system administrators in the central office in Austin, but institutional superintendents and regional administrators individually supervised the specialists. In 2003, all twenty of these former youth rights specialists were reorganized into a new Inspector General Section under the Office of General Counsel in the central office. Now primarily responsible for conducting all investigations of allegations of abuse and neglect and having no responsibility for the day-to-day operations of the youth complaint system in the facilities, the newly renamed "Inspectors General" (IGs) are becoming a better trained and more professional and independent unit of investigators for the agency. Though most are still stationed at a single institutional site, IGs are regularly scheduled to conduct investigations at other sites to reduce the risks of over-familiarity at their own sites. Their investigations receive supervisory review prior to closure and the results are subject to appeal to the Executive Director by any party. IGs are also required, as a part of their duties, to conduct a monthly quality review of a sample of youth complaints at their sites to help ensure that the complaints are receiving a fair and prompt response.

Safety and Security in Institutions

TYC has made conversions to digital camera surveillance and radio systems that have improved monitoring and communications within many of the institutions. Expansion of the K-9 (canine) program also has supported the agency goals in the areas of campus safety and security. The provision of monetary compensation for the Special Tactics and Response (STAR) team members and JCO staff

has resulted in staff being available to meet required coverage and/or emergency response needs, therefore improving the general safety and security of facilities. Revisions and increased monitoring of the youth alleged mistreatment system generates and promotes protection and safer environments for youths in TYC programs.

Risk Management

The agency has continued to reduce its Injury Frequency Rate for industrial injuries. This trend can be contributed to active facility Accident Review Boards and Safety Committees and an aggressive risk management safety and health inspection program. These programs have enhanced staff safety awareness by identifying safety hazards for corrective action and reviewing accidents to establish the root cause in order to prevent reoccurrences.

Medical and Food Services

Youths have a much greater opportunity to succeed in the total TYC program and become productive citizens if they are healthy and well nourished. The agency is committed to addressing youths' medical, dental, mental health and nutritional needs in a way that is ethical and meets professional community standards. With limited increases in staffing, TYC has made much progress in promoting and monitoring the quality of these essential services.

Youths in institutions and halfway houses receive medical and dental services through a correctional managed care agreement with the University of Texas Medical Branch (UTMB) at Galveston or Texas Tech University Health Sciences Center. Services are provided either at the facility or off-site depending on the type of care that is needed. Utilization review conducted by correctional managed care staff helps to assure that all specialty care is pre-approved according to nationally accepted protocols and is, therefore, medically necessary. This screening process has reduced the number of off-campus specialty referrals significantly, along with the time, costs, and risks associated with transporting youths off campus for medical care. In addition, TYC has begun implementing

telemedicine. Telemedicine enables UTMB to provide medical evaluations and treatment from four TYC hub sites, thereby reducing the number of trips to Galveston. In an effort to respond to cardiac arrests with state of the art equipment, the agency made a decision to purchase automated external defibrillators for each TYC institution and halfway house. The agency also provides psychiatric services through individual contracts with Texas licensed child and adolescent psychiatrists. Medication algorithms (decision trees) have been implemented in an effort to control psychotropic medication costs and standardize psychiatric practice across facilities.

Food services in TYC institutions or halfway houses are either provided by TYC or are outsourced through food service management companies. The agency strives to provide nutritious, appetizing meals that are acceptable to youths, and that are cost-effective and conform to standards. TYC food services meet all the requirements for the National School Lunch/Breakfast Program, the USDA Food Commodities Distribution Program and the Texas Department of Health Food Establishment Regulations.

Halfway Houses

The primary focus of the halfway house is to assist youths in making a successful transition from a high restriction program into the community. Halfway houses allow youths to field-test the skills they have acquired during their stay in the agency's secure programs. The programs offered at all halfway houses include community service, education, employment, independent living preparation and Resocialization at all sites. There are eight facilities for male offenders and one facility for female offenders. These nine facilities have a budgeted bed capacity of 218 youths. York House in Corpus Christi, Schaeffer House in El Paso, and Beto House in McAllen have relocated to new facilities that are specifically designed to meet TYC needs. The improved design provides for better safety and security and halfway house programming.

With limited halfway house bed-space, criteria have been established for determining the most appropriate youths eligible for referral to TYC halfway houses, and reporting procedures have been implemented to notify the appropriate staff of eligible youths. Medical care has improved with the assignment of one additional nurse to McFadden Ranch and the increase of local medical providers in several cities, thus reducing the number of medical trips outside the immediate area. Budgets for follow-up specialized treatment services have been established for each halfway house.

TYC is developing a quality assurance system for all halfway houses with the addition of a coordinator to develop monitoring tools specific to halfway houses, to establish standards and to implement a comprehensive system of monitoring for halfway houses. TYC's Quality Assurance Department has begun to monitor halfway houses for compliance with General Administrative Policies and safety regulations.

Project RIO-Y (Employment Training Program)

Project RIO-Y is a collaborative effort between TYC and the Texas Workforce Commission (TWC) to provide TYC youths with workforce development training and employment assistance. Project RIO-Y was established in the 74th Legislative Session.

This program prepares TYC youths to enter the workforce and/or to access educational/training opportunities that will ultimately lead to meaningful employment. Project RIO-Y services include aptitude and interest testing, workforce development training and counseling, and employment referral and placement services. Project RIO-Y services are provided at most TYC institutions.

Other workforce development endeavors that assist youths with community transition include the addition of a Workforce Development Transitional Specialist in our Austin District office, the partnership with HoustonWorks USA

and Gulf Coast Trades Center to assist the Houston District office, and the partnership with the Alamo Workforce Development Board and Good Samaritan to assist our San Antonio District office. The Workforce Development Transitional Specialist and the other partnerships focus on helping youths to identify organizations and agencies that can help them with vocational training, GED preparation or obtaining employment. In addition, they can assist Parole Officers with coordinating support services necessary to help the youth's transition back into the community.

Parole Services

The final goal of Resocialization is successful community reintegration. In order for youths to maintain the treatment gains realized up to this point, appropriate follow-up services must be in place. The return to the community is the testing ground for changed behaviors and relationship patterns. Safe transition to the community depends upon the youth's motivation, self-control, acquisition of skills, and the presence of a meaningful support system. Strengthening families, continuing specialized treatment services, learning methods for stabilization during crises, and opportunities for education, employment, recreation, and age-appropriate relationships are all parts of lasting Resocialization. The goal of TYC's Parole Program is to protect the public by promoting the successful Resocialization and reintegration of youths through surveillance, sanctions, the provision of parole core services and collaboration with community volunteers and service agencies. TYC operates the parole program through partnerships with local communities:

- In 28 counties, youths are supervised by parole officers employed by TYC. These counties have the highest commitments to TYC and include Bexar, Dallas, Harris, Tarrant, and Travis counties.
- In 226 counties, TYC has contracted with county juvenile probation departments or a private provider to supervise youths on parole. While many of these counties are in remote rural areas, some are in urban

areas such as Denton and Montgomery counties.

The parole program primarily provides a comprehensive program of increased accountability for constructive activity. Youths in the parole program are required to participate in structured 40-hour constructive activity weeks. The constructive activity week includes required community service, employment and workforce development, participation in academic programs, and treatment.

A parole sanction model is used to increase the effectiveness of the reporting, tracking and levying of minor parole violations and disciplinary sanctions. The model provides officers the ability to levy sanctions with the primary objective to change behavior; however, subsequently, it can be used in the conducting of a parole revocation hearing.

The agency realigned TYC Parole Supervisor positions to consolidate supervision of related areas to provide more consistent levels of operations and supervision. The Dallas and Houston district offices have further developed specialized caseloads for females and special needs offenders. The "Fast Track" parole discharge program was developed which allows General Offenders to achieve successful discharge at six months on parole rather than at nine months. This and other agency policies were developed to more effectively manage caseload sizes and to decrease the number of youths revoked for technical parole violations.

A cooperative project between the Dallas District Parole operations and the Education Department of the Gainesville State School was initiated in the area of community educational services. The project provides GED preparation and testing to youths on parole in Dallas and Tarrant Counties and subsequently is planned to be available to Cottrell (Dallas), Willoughby (Ft. Worth), and McFadden Ranch (Roanoke) TYC Halfway Houses. A cooperative effort between the Educational Liaisons, Special Educational Liaisons and parole staff in the TYC district offices was initiated to enhance

communication and relations with local independent school districts. Case

Management Standards for Parole were developed and staff was trained statewide. The Standards are consistent with the Parole Phase of Resocialization, TYC's treatment program.

Independent Living Preparation Program

The Independent Living Preparation Program (ILPP) is offered in TYC institutions, contract programs and halfway houses toward the end of a youth's length of stay in a residential program. The ILPP is performance based: youths must demonstrate their ability to solve problems appropriately prior to release from an institution, halfway house or contract care facility and eventual discharge from the agency. Supervision is relaxed as youths demonstrate positive behavior.

Quality Assurance

The Quality Assurance Program is comprised of residential and non-residential contract programs and contract parole. These are all important partnerships established with individuals, other government entities, and private businesses and organizations. Contracting for services provides TYC with the ability to provide

services to a small group of youths with a specialized need, to start new programs very quickly, and to maintain a sufficient number of contract beds to avoid overcrowding of TYC institutions.

The Quality Assurance Department continues to strengthen the processes that hold contractors accountable for the care and treatment of TYC youths by:

- Ongoing review of monitoring tools and procedures to make sure that the focus continues to be on critical areas in the delivery of services;
- Using a Report Card for each residential contract provider to show monitoring results. The report cards are used to make an overall evaluation for each provider, as well as to compare evaluations between years or among

providers, ensuring consistent, quality services for TYC youths;

- Using standards instead of general administrative policies in contracts for residential programs to more fully establish the arms-length relationship between TYC and the contractors. The standards establish general requirements that each contractor must make operational by developing their own policies; and
- Establishing eligibility criteria for individual facility rate increases.

Efforts at containing medical costs for youths in contract care continue to be an area of progress. FY 2004 is the third year for enrolling eligible youths in Medicaid. For non-eligible youths, TYC uses either the Maximum Allowable Payment System (MAPS) developed by the Department of Assistive and Rehabilitative Services or negotiates reductions from fee schedules on a case-by-case basis.

Quality Assurance has responded to a significant decrease in beds over the past two years by continuing contracts with programs that provide the services most needed by TYC and by ending other contracts. By reassessing the resources devoted to contract care, reducing or delaying the filling of positions, eliminating rate increases, and making staff reassignments, the department has reduced expenditures while maintaining a high standard of accountability for providers.

Information Technology

The Information Resources Department (IRD) has made great progress in terms of infrastructure improvements. In the last two years, the agency has utilized a variety of grant funds to upgrade and replace existing network infrastructure. Because the majority of grant money has been restricted for educational programs, use of these funds has been limited to portions of TYC's network that carry data to schools and classrooms. However, this has allowed IRD to concentrate the extremely limited capital budget on deficient areas of the

network used by administrative staff and other non-educational functions.

At the beginning of 2004, the agency replaced its data lines to each institution with larger data circuits. Due to the type of network connection that was established, this will actually lead to a reduced cost for bandwidth while doubling the network capacity available to each institution.

Through recent application development efforts, TYC employees have access to vastly more information about youths and programs. Information including daily population reports, parole caseloads, detailed information on individual use, youth phase levels, current and past incidents by facility, and many others are easier to access. These reports are available through TYC's internal network from any web browser.

TYC's Correctional Care and Financial Systems continues to be hosted on a legacy platform that has proven to be very stable, mature, and reliable. In order to enhance users' experience with the system and improve productivity, TYC's Information Resources Department staff has worked diligently to convert the data entry forms to a web-based system. By making these forms available via a web browser, the web-based forms provide users with more information and immediate error checking than traditional terminal-based applications.

Capacity Expansion

During FY 2004, TYC began the phase-in expansions of McLennan County State Juvenile Correctional Facility and the Sheffield Boot Camp. These phase-ins will result in additional capacity of 384 beds by the end of the 2004-2005 biennium. According to the Criminal Justice Policy Council projections made in June 2003, TYC will have sufficient capacity through the end of FY 2005.

Chaplaincy Services

The 75th Legislature stated in SCR 44 that, "religious faith is a potent force to dispel negative behavior and assimilate troubled youth back into society as productive citizens."

The performance objectives and the job descriptions for the Administrator of Chaplaincy Services and TYC field Correctional Facility Chaplains have been revised providing more clarity in job responsibilities. Training for chaplains is provided during the TYC annual statewide volunteer conference. Approximately 50 percent of volunteer services are religious in nature and this training track provides top-quality continuing education. The Revision of the chaplaincy program-monitoring instrument is nearing completion, in compliance with a recent Internal Audit recommendation. Holy Day calendars and descriptions are now provided agency-wide on a bi-monthly basis, providing greater direction and guidance to facilities regarding religious accommodation. The Monthly Chaplaincy Services Reporting form was completely revised to collect only the most pertinent data, so that a comprehensive and accurate annual report may be prepared.

Volunteer Services

The Texas Youth Commission believes that community residents have the ability to enhance the lives of youths by increasing the quality and quantity of experiences available to them and to complement, amplify, extend and enhance the services provided by juvenile correctional staff. Volunteers are recognized as a significant part of the system of services offered to youths. Each TYC program has a volunteer services component administered by a qualified Community Relations Coordinator.

The TYC Volunteer Services Program consists of four primary initiatives for community involvement: Mentoring, Tutoring, Community Resource Councils, and Chaplaincy Services. The community response to the volunteer services program continues to be positive. There are approximately 1,850 community volunteers registered in the TYC program. During FY 2003, TYC volunteer programs provided approximately 127,620 hours of volunteer service.

Annually, each of the volunteer programs determines local goals, including such objectives as increasing community visibility; increasing the number of active volunteers;

establishing or expanding mentoring and tutoring services; increasing the training made available to volunteers; diversifying council projects; developing a volunteer newsletter; and initiating volunteer-led 12-step Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) groups.

The State Volunteer Resource Council accomplished each of its strategic goals during the past two years, including the publication of the Council Operations Manual, participation in TYC Board meetings, involvement in the TYC Journal, and strengthening the network of affiliated councils.

The Volunteer Services Program Monitoring Instrument was completely revised and a separate instrument designed specifically for Service Areas (which includes halfway houses and district offices). All programs are monitored annually, with measurable improvements in processes documented. Volunteer management software has been fully implemented agency-wide. This database program enables the volunteer coordinators to more effectively manage the large teams of community volunteers who are involved throughout the agency.

At most facilities, the mentoring and tutoring initiatives have become highly structured programs that link well-trained volunteers to individual youths, require consistent visits over a specified period of time, and utilize detailed job descriptions that define the volunteer's role throughout the activity. Volunteer programs are measuring the impact made by mentoring and tutoring through the use of progress reports, interviews, and evaluations. Volunteer-led mentoring services have been statistically found to decrease recidivism, according to the agency's research professionals.

Through the volunteer services programs, the Texas Youth Commission received a total of \$2.4 million through in-kind contributions and donations during FY 2003.

During FY 2003, TYC youths performed 181,168 hours of community service hours in a variety of projects ranging from cleaning up roadways to reading for preschoolers.

Victim Services

The Texas Youth Commission is committed to providing victims of juvenile crime their rights under the law, ensuring that they are informed, involved, and treated with dignity, fairness and respect.

Victim Services agency procedures, policies, forms, and publication revisions are nearing completion after much collaboration between departments. TYC maintains involvement in the Texas Department of Criminal Justice (TDCJ) Victim Services Council, TDCJ Victim Clearinghouse Planning Committee, and the state agency Victim Services Task Force.

Upon request, TYC provides victims with accurate and timely information regarding their juvenile offender. TYC assists victims by acting as a referral source to available services and maintains a toll-free telephone line for victims' convenience. Agency employees are trained in the areas of victim sensitivity and victim rights.

Crime victims make presentations to TYC youths, giving the victims an opportunity to tell their stories and assist youths in changing their attitudes and beliefs about victims. These sessions have been proven to be powerful tools in the rehabilitation process.

Sentenced Offender Department

The number of sentenced offenders has not changed significantly in recent years. Currently, there are 634 sentenced offenders in TYC, with 557 of these youths assigned to agency high restriction facilities. The department of sentenced offender disposition continues to be involved in the coordination of the movement, release, and/or transfer of all sentenced offenders from high restriction facilities, and the transfer of sentenced offenders from TYC aftercare (currently 73 youths) to Texas Department of Criminal Justice Parole Division, as appropriate.

In addition, the sentenced offender department is now involved in the review and approval of the release of all Type A violent offenders from high restriction facilities (as of April 2004, approximately 450 youths), and the review and approval of general offenders who have derived maximum benefit from their commitment and have exceeded their minimum lengths of stay.

SEX OFFENDER REGISTRATION

Sex Offender policies and procedures were revised following recent legislative mandates, including the automation of Texas Department of Public Safety (TXDPS) forms. The agency's intranet information was subsequently updated to correspond to these revised policies and procedures. Quality Assurance and Parole pre-service training, relating to sex offender registration and victim services was developed and provided.

TYC has implemented a working agreement with the Combined DNA Index System (CODIS) Lab at the TXDPS to ensure that all sex offenders have DNA on file, per state law. All of the secure residential facilities verify with the TYC Administrator of Sex Offender Registration to ensure that DNA is on file at TXDPS, prior to releasing a sex offender back into the community. DNA samples are taken from youths adjudicated for all sex offenses and also for adjudicated offenses of Capital Murder, Murder, Aggravated Assault, and Burglary of a Habitation.

TYC presented five workshops at the 2003 DPS Sex Offender Registration Conference on the topic of "Sex Offender Registration in TYC." Attendees included participants from local law enforcement, Texas Department of Criminal Justice, Department of Public Safety, Texas Juvenile Probation Commission (TJPC), and the Office of the Attorney General. Through workshops and maintaining close communication and working relationships with local law enforcement, TYC monitors individual cases and provides technical assistance internally and externally.

Interstate Compact on Juveniles

The Texas Interstate Compact on Juveniles (ICJ) Office continues to be a benchmark for other states. Texas is known for ICJ knowledge and expertise, and for honoring the Compact in daily operations. Many states often call upon TYC for guidance and assistance.

In FY 2003, the TYC office of ICJ provided services to 3,061 youths. Cooperative supervision was provided to 2,368 youths on probation and parole, and 586 runaways, absconders, and escapees were returned to their home states. Supervision and assistance at major Texas airports on the return home of 107 unaccompanied runaways were provided. Of the returns, TYC returned 28 youths by escort from other states to Texas.

As of March 2004, the new ICJ legislation has passed in 12 states. In one state, the legislation has been sent to the governor for signature, 10 states have one chamber's approval, and 12 states have introduced the legislation, including Texas. The new Compact will take effect when 35 states have passed the legislation. The initial effective date becomes whichever is the later, July 1, 2004, or the date on which the Compact becomes effective in the 35th state.

CONSTRAINTS TO EFFECTIVENESS

This section examines various factors that limit the efficiency and effectiveness of TYC programs.

Correctional Treatment Programs

One major constraint to the delivery of effective correctional treatment services has been the recruitment and retention of qualified clinical professionals to work in rural areas where many TYC facilities are located. Clinical positions are essential for the provision of Resocialization core groups, phase assessment, specialized treatment service delivery, case management, and local clinical oversight and training. Despite the staff turnover, services for youths must be provided with existing clinical resources. An unintended consequence of this

operational reality is that the clinical staff may become overburdened during periods of staff turnover when absorbing additional duties, and services to youths, while provided, are inevitably diluted. Even if a qualified replacement could be located, such that vacancy lengths were minimized, the loss in terms of training-specialized experience is not easily replaced. The impact of a single clinical vacancy can, therefore, have a "trickle down," exponential effect on Resocialization programming.

TYC is receiving an increasing number of youths with specialized treatment needs. For example, approximately 48 percent of the youths committed to TYC in FY 2003 have been identified with a high mental health need. Many of these youths require psychiatric services and psychotropic medications. Others require crisis stabilization and ongoing psychological intervention and support in order to participate in rehabilitation programs. Multiple disorders and multiple special needs are common among the TYC youth population. For example, it is not uncommon for youths to have offense-specific needs, mental health and chemical dependency diagnoses, and to manifest poor impulse control and aggressive behavior. Recruiting qualified clinical professionals to work with these challenging youths is increasingly difficult and further compounded by the rural locations of many TYC institutions.

Having licensed professionals already on staff within TYC is essential in order to attract new professional staff to work with these challenging youths. Clinicians interested in completing supervision hours toward licensure or certification in a forensic setting can sometimes be recruited to state employment, if licensed professionals are available to offer licensure supervision and guaranteed continuing education training. Other incentives to attract and retain professional staff are needed, such as career ladder advancement that rewards TYC experience, relocation and start-up bonuses, and agency-developed training programs that offer college credit and career ladder advancement upon completion. Effective correctional and specialized treatment

programs and the integrity of the Resocialization Program will depend on the agency's success in recruiting and developing clinical staff.

Workforce Recruitment, Development and Retention

In 2000, TYC implemented a pay program to improve agency recruitment and retention of Juvenile Correctional Officer staff. In 2002 this program was expanded, yet recruiting a quality workforce remains difficult.

The agency has also outgrown its pre-service training program. To solve this challenge, the agency has contracted with local institutions of higher learning, where feasible, to provide training for newly hired juvenile correctional staff. However, as a result of legislative direction to reduce the number of human resource employees, trainers and risk management specialists have had to become more creative in the methods of delivering services to employees and management. Services are provided at a slower rate, training has been curtailed, and safety inspections/investigations have been reassigned to maintenance personnel and direct-line supervisors, which has increased their workload and reduced their effectiveness.

Academic/Workforce Development

The agency is committed to achieving the productivity outcome measures related to educational outcomes, such as reading at grade level, average daily attendance in TYC-operated schools, math and reading level gains, and completion of GED (General Educational Development) certificates. However, constraints exist because of the population we serve and the resources required in accomplishing these outcomes.

The average functioning level of youths upon entry into the TYC educational program is approximately 4 to 5 grade levels below those expected in the areas of math and reading for the students' ages. The average length of stay for students in TYC educational institutions is slightly longer than one year. Therefore, the

challenge is to provide the incentives and instructional environment needed to accomplish five year's growth in approximately one year.

Currently, between 40 and 45 percent of youths in TYC educational institutions are eligible for special education services, and approximately 10 percent are limited English proficient (LEP) and require English as a second language (ESL) instruction. These special populations continue to increase in number and proportion. An increase in youths with special needs places system constraints on TYC's ability to implement a balanced reading and math program for youths who are typically four to five years behind their expected grade level performance. Current data collection capabilities do not allow for monitoring factors that impact education outcomes to guide management decisions.

Library resources and academic staff ratios are below standard for secondary schools, as are provisions for certified physical education, second language, and fine arts teachers. TYC needs school resources to assess and assist students in career and educational planning in the institutions and when students transition to parole or halfway houses. There is no provision in TYC to provide for substitute coverage when TYC teachers are absent due to extended illness, or the position remains vacant or is lapsed due to turnover, which creates a negative impact to program and educational outcomes. Inadequate funding for salaries of experienced teachers and administrators in accordance with state teachers' salaries and for annual salary increments of currently employed educators impacts TYC's ability to remain competitive with public schools.

Currently, 11 of the 14 facilities with TYC-operated schools indicate that they have insufficient classroom space to provide for a full foundation program suited to the needs of the student population.

In addition to CATE, TYC has other workforce development focused programs that serve as important enhancements to a youth's academic achievement. To prepare youths to take what

they have learned educationally and apply that knowledge towards locating employment, TYC operates the Project RIO-Y program, which provides youths with employability skills training. Currently, there is a need for staff and space to increase the number of youths served by this program. To provide employment training, TYC -operated Prison Industry Enhancement (PIE) programs, two of which are operating at TYC facilities, providing youths with the opportunity to earn wages, obtain a vocational skill, gain employment experience and make payment to the Texas Crime Victims Compensation Fund. Space limitations have made it difficult to bring more of these programs to other facilities.

Inspector General Section

The creation of the Inspector General Section in 2003, by bringing together into one administrative unit all the inspector general positions, formally youth rights specialists, from the institutions and service areas, helped to increase the quality and trustworthiness of abuse and neglect investigations. At the same time, it reinforced the importance of having this section staffed by highly skilled professionals with specialized knowledge respected by all the parties. The need for specialized staff training is not unique to the inspector general positions and many of the constraints to providing it are the same for them as it is for other professional positions. The training is not available in-house and, particularly at advanced levels, is costly when provided by private instructors. Making sufficient time available for training is difficult, particularly when the workload of investigations remains high. Supervisory time for coaching, a critical activity to reinforce newly acquired skills, is limited.

Safety and Security in Institutions

Conversion to digital camera and radio systems has not been completed for all TYC facilities and is a major constraint in providing proper communication and in responding to emergency situations. Some facilities have an insufficient number of security beds to adequately meet their needs, thus allowing aggressive and assaultive youths to remain in

the general population, when it would be more appropriate and safe for these youths to be confined in the security unit. The increased number of JCO staff out on Family and Medical Leave Act (FMLA), Workers Compensation and other types of sick leave negatively impact the provision of effective JCO coverage. Staff shortages lead to JCO staff having to work longer hours and more days, which results in overtime and additional costs.

Risk Management

The Injury Frequency Rate for aggression incidents against staff by youth has increased and continues to be an issue. Reasons for the increase can be contributed to inexperienced staff due to high turnover, the opening of four new facilities, and a relatively small population of youths who do not respond to TYC's basic correctional treatment program. The increase in these injuries has an adverse affect on the agency's effectiveness as it contributes to increased worker compensation costs, turnover, and overtime pay.

Medical Services

Access to medical care is a basic right of our youths. Correctional systems, such as TYC, are held to professional standards of care. Health care is becoming increasingly expensive as a result of new technologies such as laser procedures, imaging techniques, and pharmaceuticals. Higher salaries for skilled health care professionals are also a major cost driver. In addition, TYC is receiving youths with serious physical and mental health problems and many of these problems require expensive specialty care and/or in-patient care. The national nursing shortage has impacted the ability to recruit qualified nursing staff.

TYC has taken a number of actions to control medical and psychiatric costs, including the following:

- For FY 2002 and 2003, TYC requested the correctional managed care contractors to reduce nursing staff costs by deleting positions or converting some RN positions to LVN positions. TYC no longer requires a nurse on-site at night, except

for selected facilities. This did not significantly compromise the quality of care, since an RN is on-call.

- TYC continues to look at alternative methods for the delivery of psychiatric services that would be more cost-effective, while maintaining the current quality of services.
- TYC continues to purchase medication through the TDCJ Pharmacy, which obtains medication at the lowest possible cost via correctional managed care contracts with the University of Texas Medical Branch at Galveston (UTMB) and Texas Tech University Health Sciences Center (TTUHSC). Efforts continue to be made to encourage psychiatrists, through the use of psychotropic medication algorithms, to prescribe less costly formulary medications before prescribing more expensive new-generation psychotropic drugs.
- TYC requested that the TDCJ Pharmacy recycle unused psychotropic medication from TYC, so that such medication can be reclaimed for reimbursement.
- TYC and UTMB are implementing an electronic medical records system to increase the efficiency of health care staff by reducing paperwork, data collection and entry activities and documentation errors.
- TYC is exploring the feasibility of enforcing the use of court-ordered health insurance in an effort to identify unused resources available to the agency.

Halfway Houses

Historically, halfway houses operate with a very small number of staff, but limited direct care employees have become a major constraint. Additional direct care staff is needed to ensure adequate staff for meeting staff-to-youth ratios and for transporting youths to medical appointments, employment, and community service sites. Another constraint for halfway houses is the limited training opportunities in

the service areas, resulting in travel to institutions for training. A major constraint is that halfway houses are not equipped with adequate safety and security equipment, such as cameras, digital recorders, outside lighting, secure waiting areas to prevent immediate access to youths and staff, and electronic card access control to buildings.

Quality Assurance

All TYC youths in non-secure contract care programs, whatever their age, are eligible for Medicaid. However, TYC only can enroll youths 18 and younger. Youths 19 and older cannot be enrolled because the Medicaid eligibility system does not have a code for identifying them. The impact is increased medical expenditures for TYC, along with the administrative time devoted to authorizing, tracking, and processing invoices.

Information Technology

TYC continues to have difficulty following a reasonable replacement infrastructure for agency PCs, servers, and telephone systems. The agency's schedule, developed following guidelines developed by the Department of Information Resources, actually provides for replacement at a span longer than the industry average. However, the agency's limited capital budget has precluded even this schedule. TYC has a substantial percentage of PCs and servers that are seven and even eight years old, past the projected lifespan of five years. The ultimate result of having these older machines on the network is an increased failure rate of hardware and growing incompatibilities with new systems. These failures and incompatibilities result in an increase in support calls that lower staff productivity and place greater demands on computer support personnel.

The Texas Youth Commission operates telephone systems at all of its institutions, regional offices, and halfway houses. Because TYC has not received adequate funding to follow a ten-year replacement cycle, these systems tend to be replaced when or shortly before they fail completely. Because these

replacements are often unplanned and must be done on an emergency basis, they can be quite expensive. Better funding would allow for greater long-term planning to maintain, upgrade, and replace these systems on a regular timetable.

For the 2001-2002 biennium, TYC received approximately \$2.5 million to replace radio systems at half of its institutions. This funding allowed 2-way radio replacements or upgrades from a single-channel, wide-band, analog system to a digital, narrow-band, multi-channel system. These changes presented the agency with the opportunity to enhance security by preventing cross talk between facilities and allowing the use of separate channels for different types of communication. It also allowed the agency to install a system that will be compatible with new FCC-mandated standards. To date, TYC has been unable to secure the funding to complete this project. Another \$2.7 million is needed to convert the rest of TYC's institutions to the new standard. Until this funding is provided, the agency will continue to operate two separate, incompatible radio systems – the older of which continues to suffer from all of the problems mentioned above.

Chaplaincy, Volunteer, Victim, and Sex Offender Registration Services

As the legal requirements in these areas have gradually increased in recent years, the services can no longer be sustained with the current staffing. The increased amount of paperwork and correspondence is a major constraint to adequately managing these ancillary services. One clerical staff would be sufficient to assist in these one-person departments.

The challenge of providing for each youth's religious preference at TYC institutions is great. The religious needs include: analyzing each religious accommodation request, facilitating holy day commemorations, providing screening and professional training to religious volunteers, and providing religious worship, rites, and sacraments for each of the institutionalized youth. A significant constraint

is the lack of a full-time employed Correctional Facility Chaplain at each of the institutions.

Maintenance and Repair of Facilities

Many of TYC's facilities consist of old buildings and require constant improvements to meet governmental codes and guidelines. Several of these facilities were not originally designed as correctional youth facilities. While these facilities have been retrofitted, the initial design constrains their effective use for juvenile programs.

Several TYC facilities are more than thirty years old. Maintaining and updating these facilities to meet revised fire alarm and life safety requirements can be very expensive. Their loss of use because of safety concerns adversely affects rehabilitation efforts. Since TYC did not receive additional funding for the maintenance and repairs of facilities, these safety concerns are on the rise and addressed on a priority basis as funds permit.

RECOMMENDATIONS ADDRESSING CONSTRAINTS

Treatment and Case Management

- Fund employee incentive packages such as start-up bonuses to attract professional staff to pursue employment in rural areas, relocation reimbursement, and debt relief to offset the expense of advanced graduate training in exchange for years of service in rural, correctional institutions.
- Pursue grant opportunities to fund the development of a Training Institute to provide coordinated agency training as well as training to other state correctional agencies. The Training Institute would offer training certification programs specific to TYC job classifications. Certification programs could offer career ladder advancement opportunities. The Training Institute could potentially partner with local colleges and universities to

offer courses for college credit and participate in cross-training with other state agencies. Training Institute staff would submit proposals to present at state and national professional and correctional conferences, bi-annually research best practices in corrections, and conduct site visits of exemplary programs, which could potentially enhance TYC programming.

Academic/ Workforce Development

- Allocate for all TYC schools certified teachers and librarians to ensure all course credits are available to attain a recommended high school diploma.
- Allocate funding for sufficient special education certified teachers commensurate with facility special education populations.
- Provide academic specialists for all TYC schools and halfway houses that would serve youth academic and career planning needs, including assessments and guidance.
- Provide additional funds for stand-by teacher aids to ensure that teacher vacancies in key educational positions are not held vacant to address lapse targets.
- Provide resources necessary to upgrade the classification levels and salary levels of educational data entry staff to support accurate and timely educational data, and support the addition of one educational research analyst to develop research-based proposals and to guide management decisions involving educational programs.
- Provide for the necessary classroom space at facilities to provide for the instructional needs of TYC youths.

Inspector General Section

A professional development plan for the inspectors general is underway to identify an initial curriculum and training resources and to assess the longer-term needs for continuing education and on-going new employee training. Cooperative sharing of training

resources with other agencies that have investigative activities, such as the Department of Family and Protective Services and the Department of Public Safety, has been used in the past and are good resources for assistance. Other state juvenile correctional agencies may have similar positions for which they have developed training programs. Due to workload demands, training blocks may have to be scheduled so that a class is repeated on different dates to allow flexibility. On-line training may be a possibility for some courses. A few inspectors general may be sent to more expensive advanced training courses and then, using their special knowledge to best advantage, be assigned on occasion to coach less experienced inspectors general in conducting complex investigations.

Safety and Security in Institutions

- Convert surveillance and radio systems to digital at all TYC facilities.
- Increase the number of JCO staff available at institutions.

An agency task force is currently looking at the shift patterns of JCO staff and the number of JCO staff needed to adequately provide coverage. Initial review shows that an increased number of JCO staff is needed to provide this coverage based not only on stated ratios, but also physical layout of dormitories, for time off by JCO staff, and for additional responsibilities assigned to JCO staff.

Risk Management

The Risk Management and Juvenile Corrections Departments are revamping the TYC Accident Review Boards to include the use of force as a part of the review, to provide guidelines to assist the boards in properly reviewing incidents and use of force trends to address the root cause so that corrective action programs may be implemented to reduce future occurrences. However, due to the nature of the agency's work, it is not possible to eliminate all use of force or aggression incidents.

TYC Staff Development Department recommended and has implemented "Verbal

Judo," a training program designed to increase direct care staff's ability to gain voluntary compliance from youths and reduce the number of use of force incidents.

Medical and Food Services

TYC should continue to purchase medication from the Texas Department of Criminal Justice at the lowest cost possible. Since telemedicine usage is low, TYC will monitor usage monthly to evaluate cost-effectiveness. TYC will consider adding new-generation psychotropic medications to the Texas Department of Criminal Justice Formulary, which is the approved list of medications.

TYC is exploring the possibility of including psychiatric services in the managed care contract with UTMB.

The agency would like to explore the feasibility of enforcing the provision of court-ordered health insurance in an effort to identify unused resources that could be available to TYC.

Halfway Houses

The agency should authorize one additional JCO for each halfway house and approve funds to add and/or upgrade security and safety enhancements for each halfway house.

Quality Assurance

All TYC youths in non-secure residential programs are eligible and could be enrolled for Medicaid. However, to do so would require the addition of a classification in the State's eligibility computer program to capture youths 19 years of age and older. The change should be made at the state level.

Information Technology

The agency received no funding for hardware replacement for the current biennium, adding to the number of aging workstations and servers in use. As noted in the Constraints section, the agency has been unable to even approximate the replacement cycle recommended by the Department of Information Resources. In the next funding cycle, funding for at least partial replacement of

these machines will be important. In addition, an increase in or elimination of the cap on technology expenditures would allow agencies to make some technology purchases with end-of-year funds, should any be available. The agency should request the necessary funds to complete the radio project that began in 2001 and is only half complete. Currently, it is estimated that approximately \$2.7 million dollars is required to complete the radio replacements to bring the agency into compliance with FCC-mandated standards.

Chaplaincy, Volunteer, Victim, and Sex Offender Registration Services

The agency should provide one full-time clerical position for the Ancillary Services Program (including volunteer services, chaplaincy services, victim & sex offender services).

The agency should ensure that all TYC institutions have a Correctional Facility Chaplain by adding four chaplain positions statewide.

Interstate Compact on Juveniles

The new Interstate Compact on Juveniles (ICJ) requires additional funding for annual dues. Currently, every state is assessed a flat rate of \$400. The new Compact will assess states' dues on a formula that considers the state's population and combined Compact activity. Projected annual dues for Texas are \$37,000. In addition to current mandates, the new Compact incorporates existing ICJ amendments and encompasses placement of delinquent juveniles in private residential facilities. The only amendment to which Texas is not signatory is the Out-of-State Confinement Amendment. Two additional staff (one professional and one clerical) will be required for the additional workload of monitoring delinquent juveniles placed in private residential facilities and in receiving states' facilities when violations of probation or parole occur (out-of-state confinement amendment).

DEGREE TO WHICH CURRENT BUDGET MEETS CURRENT AND EXPECTED NEEDS

The Texas Youth Commission's major capital assets include 15 existing institutional facilities, 12 of which are owned by TYC. West Texas State School is leased from the University of Texas; Sheffield Boot Camp is leased from the Iraan-Sheffield Independent School District; and Victory Field Correctional Academy is leased from the Texas Department of Mental Health and Mental Retardation (TXMHMR).

Repairs, and Rehabilitation of Buildings, Infrastructure, and Systems

Six of the TYC-owned institutional facilities have a majority of buildings ranging from 25 to 50 years old. These facilities require significant maintenance efforts, on-going repairs, and major renovations to buildings and infrastructure in order to ensure effective use of the state's investment. All facilities require continual renovation of mechanical equipment and systems to operate efficiently, and require on-going major roof and structural repair to prevent deterioration and obsolescence. Several of these facilities were not originally designed as correctional youth facilities. While these facilities have been retrofitted, the initial design constrains their effective use for juvenile programs.

Information Technology

TYC's Information Technology capital assets are composed of an information infrastructure that interconnects almost 50 sites across the state of Texas, including institutions, parole offices, halfway houses, and contract care facilities. These sites have experienced unusually rapid technology growth needs as TYC expanded to meet additional legislated capacity and service requirements. Significant maintenance support and capacity adjustments are continually required to sustain the flow of timely and accurate information throughout the infrastructure.

Future capital budget needs for technology include replacement of obsolete equipment and software, upgrades to serve increasing information volume and the systems to adequately deliver agency information. These changes will be required to support the 24-hour a-day operations.

Transportation

Capital needs include the replacement of transportation vehicles at existing facilities. These vehicles are used for student transportation, outside security surveillance, apprehension, maintenance and staff training. TYC's managed health care contracts require the transportation of youths to hospitals located at The University of Texas Medical Branch in Galveston and to local health care providers. Transportation vehicles also are used to transfer youths between TYC facilities or to the Texas Department of Criminal Justice, local restitution projects, and for court hearings. In order to prevent the interruption of operations and unsafe conditions, vehicles used to transport youths off campus are replaced when mileage exceeds 100,000 or repairs become cost-prohibitive. Older and high-mileage vehicles are used on campuses where breakdowns do not jeopardize public, staff or youth safety.

PERFORMANCE BENCHMARKING

Relationship Between Agency Strategies and Statewide Benchmarks

Performance benchmarking is an important part of determining the effectiveness of programs. TYC engages in an ongoing benchmarking process to measure indicators that impact state-level benchmarks. Each agency goal influences at least one state-level benchmark, and each goal has at least one agency-level benchmark. Each agency-level benchmark is an agency performance measure.

Agency Goal A: Protection

State-Level Benchmarks:

- Juvenile violent crime arrest rate per 100,000 population
- Adult violent crime arrest rate per 100,000 population
- Number of violent crimes per 100,000 population

Agency-Level Benchmark:

- Arrests Prevented Through Custody in Correctional Programs

Agency Goal B: Productivity

State-Level Benchmark:

- High School Graduation Rate
- Agency Level Benchmark:
- Diploma or GED Rate

State-Level Benchmarks:

- Percent of students who achieve mastery of the foundation subjects of reading, English language arts, math, social studies, science.
- Percent of students from third grade forward who are able to read at or above grade level.
- Percent of students from third grade forward who are able to perform at or above grade level in math.

Agency-Level Benchmarks:

- Percent Reading at Grade Level at Release
- Median Math Gain Per Month of Instruction
- Median Reading Gain Per Month of Instruction

Agency Goal C: Rehabilitation

State-Level Benchmark:

- Average Rate of Juvenile Reincarceration within Three Years of Initial Release

Agency-Level Benchmark:

- Three-Year Reincarceration Rate

State-Level Benchmarks:

- Juvenile Violent Crime Arrest Rate
- Adult Violent Crime Arrest Rate
- Number of Violent Crimes per 100,000 Population

Agency-Level Benchmark:

- One-Year Rearrest Rate for Violent Offense

BENCHMARKING WITH OTHER STATES' JUVENILE JUSTICE PROGRAMS

In addition to empirical agency-level benchmarks linked to state-level benchmarks, TYC is proactive in searching for suitable program designs for adoption, and in setting the standard for other states to follow.

Literature Review

TYC professionals participate in a benchmarking process by consistent and conscientious review of literature in applicable areas to ensure that TYC stays abreast of the most effective treatment methods known and that treatment programs are based on sound empirical evidence. With respect to program design, TYC's Rehabilitation Services staff continually review publications and literature to identify and investigate correctional, treatment, rehabilitation, and educational programs for possible implementation in Texas.

In addition, TYC makes a conscientious effort to recognize practical national trends in juvenile justice reform and to establish programs to ensure that Texas is in the forefront of the recommended methods of dealing with juvenile offenders.

Measuring Recidivism

The recidivism definition and tracking procedures used by TYC are among the most well developed in the country. Texas is one of the few states that tracks juvenile recidivism into both the juvenile and adult systems. TYC is one of the very few juvenile justice agencies that examines treatment effectiveness by using complex statistical techniques statistically

controlling for differences among treatment and control groups. Furthermore, in the 2001 Review of Agency Treatment Effectiveness, the TYC Research Department used for the first time a statistical technique called Survival Analysis, which has become for academic criminologists the benchmark recidivism analysis technique.

Resocialization Program

TYC's Resocialization Program is becoming the industry standard nationwide. The consensus of professionals in offender treatment endorses cognitive behavioral therapy, which is the core component of the Resocialization Program and is heavily emphasized in specialized correctional treatment programs. TYC believes that no correctional program would be successful without a comprehensive treatment component to help correct offending behavior and distorted thinking patterns of youth; simple incarceration and punishment are not enough, and the literature fully supports this position. The state of Rhode Island recently contracted with TYC to provide consultation and training in Resocialization for their juvenile justice system.

Capital and Serious Violent Offender Treatment

TYC's Capital and Serious Violent Offender Treatment Program, formerly known as the Capital Offender Treatment program, is cited as an "Effective Program" in the Federal Office of Juvenile Justice and Delinquency Prevention's Guide for Implementing the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders.

Treatment effectiveness studies empirically demonstrate the program's effectiveness in reducing rearrest, especially for a violent offense. The program also impacts dynamic variables correlated with reduced risk for re-offense, such as lower levels of hostility and aggression, and increase in a youth's personal focus of control.

AGENCY GOALS, OBJECTIVES, STRATEGIES AND MEASURES

Agency Goals

The Texas Youth Commission prioritized agency goals are:

- To protect the public from the delinquent and criminal acts of TYC youth while they are in residential care and provide for the health needs of the youth;
- To enable TYC youth to develop the skills and abilities necessary through habilitation to become productive and responsible citizens;
- To reduce the delinquent and criminal behavior of youth committed to TYC, and of youth currently residing in Texas and adjudicated delinquent by other states;
- To ensure equitable involvement by historically underutilized businesses in all purchasing activities and public works contracts, and to provide equal opportunities to compete for such contracts.

Linkage Between Agency Goals, Mission and Statewide Priority Goals

TYC AGENCY	TYC MISSION	STATEWIDE PRIORITY GOALS
Goal A: To protect the public from the delinquent and criminal acts of TYC youth while they are in residential care and provide for the health needs of the youth.	Protection	Public Safety and Criminal Justice Economic Development Health and Human Services General Government
Goal B: To enable TYC youth to develop the skills and abilities necessary through habilitation to become productive and responsible citizens.	Productivity	Education (Public Schools) Economic Development Health and Human Services
Goal C: To reduce the delinquent and criminal behavior of youth committed to TYC, and of youth currently residing in Texas and adjudicated delinquent by other states.	Rehabilitation	Public Safety and Criminal Justice Health and Human Services

TYC Strategic Planning and Budget Structure

GOAL A: PROTECT THE PUBLIC

To protect the public and provide for food, shelter, and healthcare needs of TYC youth while they are in residential correctional programs.

OBJECTIVE A.1: Reduce Crimes and Increase Safety

To prevent, through physical security, offenses which would have led to 22,000 arrests per year by the end of FY 2009.

- Outcome Measures:
 - Arrests Prevented Through Custody in Correctional Programs
 - Turnover Rate of Juvenile Correctional Officers

STRATEGY A.1.1: Assessment and Orientation

Provide a system of assessment and orientation, which is culturally competent and accurately determines the relative security risk and treatment needs of committed youth so they are placed in appropriate programs.

- Output Measure:
 - Average Daily Population: Assessment and Orientation
- Efficiency Measure:
 - Assessment and Orientation Cost per Youth Day
- Explanatory/Input Measure:
 - New Youth Committed Annually

STRATEGY A.1.2: Institutional Services

Provide TYC-operated secure correctional programs under conditions that promote the youths' positive development and the interests and safety of the public, youth and staff.

- Output Measure:
 - Average Daily Population: Institutional Programs

- Efficiency Measure:
 - Capacity Cost in Institutional Programs Per Youth Day
- Explanatory/Input Measure:
 - Youth Per Juvenile Correctional Officer Per Shift

Strategy A.1.3: Contracted Capacity

Provide additional secure and non-secure residential capacity through contracts with private service providers that promote the youth's positive development and the interests and safety of the public and youth.

- Output Measure:
 - Average Daily Population: Contract Programs
- Efficiency Measure:
 - Capacity Cost in Contract Programs Per Youth Day

STRATEGY A.1.4: Halfway House Services

Provide TYC-operated non-secure correctional programs under conditions that promote the youth's positive development and the interests and safety of the public and youth.

- Output Measure:
 - Average Daily Population: Halfway House Programs
- Efficiency Measure:
 - Capacity Cost in Halfway Houses Per Youth Day

STRATEGY A.1.5: Health Care Services

Provide a system of health care to address a youth's medical and dental needs while in residential care.

- Efficiency Measure:
 - Cost of Health Care Services Per Youth Day

STRATEGY A.1.6: Psychiatric Services

- Provide a system of psychiatric services to address youths' mental health needs while in residential care.
- Efficiency Measure:
 - Cost of Psychiatric Services Per Youth Day
- Explanatory/Input Measure:
 - Total Residential Intakes
 - Parole Revocation Intakes

STRATEGY A.1.7: Construct and Renovate Buildings and Facilities

Construct and renovate TYC facilities to provide sufficient capacity for program needs and provide proper conditions.

- Efficiency Measure:
 - Change Orders and Add-ons as a Percentage of Budgeted Project Construction Costs

GOAL B: ENABLE PRODUCTIVITY

To enable TYC youth to develop the skills and abilities necessary to become productive and responsible citizens.

OBJECTIVE B.1: Constructive Activity

To increase to 60 percent by the end of FY 2009, the percentage of youth who have been on parole for at least 30 days who are employed at least part-time, attending school, college, GED preparation, vocational or technical training.

- Outcome Measures:
 - Constructive Activity Rate
 - Diploma or GED Rate (TYC Operated Schools)
 - Percent Reading at Grade Level at Release

STRATEGY B.1.1: Education and Workforce Programs

Provide or facilitate 12-month academic, GED, and workforce preparation programs.

- Output Measures:
 - Average Daily Attendance in TYC-Operated Schools
 - Total Number of Contact Hours: Career and Technology Courses
 - Average Daily Attendance in Career and Technology Education Courses
 - Percent of Math Level Gain
 - Percent of Reading Level Gain
 - Median Math Gain
 - Median Reading Gain
 - Student Enrollment in Texas Education Agency Secondary Courses
 - Student Enrollment by Career and Technology Courses
- Efficiency Measure:
 - Education and Workforce Cost in TYC Operated Schools per Youth Day
- Explanatory/Input Measures:
 - Percent Reading at Grade Level at Commitment
 - Median Years Reading Under Grade Level at Commitment

GOAL C: PROVIDE REHABILITATION

To reduce the delinquent and criminal behavior of youth committed to TYC, and of youth currently residing in Texas and adjudicated delinquent by other states.

OBJECTIVE C.1: Decrease Recidivism

To reduce the one year rearrest rate to 40 percent by the end of FY 2009.

- Outcome Measures:
 - One-Year Rearrest Rate
 - One-Year Rearrest Rate for Violent Offenses
 - One-Year Reincarceration Rate: Total
 - Three-Year Reincarceration Rate: Total
 - One-Year Reincarceration Rate: Felonies or Misdemeanors

- One-Year Rearrest Rate: Treated Capital or Serious Violent Offenders for Violent Offenses
- One-Year Rearrest Rate: Treated Sex Offenders for Violent Sex Offenses
- One-Year Rearrest Rate: Treated Chemically Dependent Youth
- One-Year Rearrest Rate : Treated Mental Health Problem Youth
- Three-Year Rearrest Rate: Youth Receiving Specialized Treatment

STRATEGY C.1.1: Correctional Treatment

Provide, through a competency-based Resocialization system, correctional treatment programs appropriate to youth of all cultures.

- Output Measure:
 - Average Daily Population: Correctional Treatment
- Efficiency Measure:
 - Correctional Treatment Cost per Youth Day
- Explanatory/Input Measure:
 - Percent of Commitments Known to be Gang Members

STRATEGY C.1.2: Specialized Correctional Treatment

Provide a system of culturally competent specialized correctional treatment programs for youth with the specialized needs of capital or serious violent offense history, sex offense history, chemical abuse dependence, mental health problems, or mental retardation.

- Output Measures:
 - Average Daily Population: Specialized Correctional Treatment
 - Average Daily Population: Capital and Serious Violent Offender Treatment
 - Average Daily Population: Sex Offender Treatment
 - Average Daily Population: Chemical Dependency Treatment
 - Average Daily Population: Emotionally Disturbed Treatment

- Average Daily Population: Mental Retardation Treatment
- Specialized Correctional Treatment Equity Ratio

- Efficiency Measure:
 - Specialized Correctional Treatment Cost per Youth Day

STRATEGY C.1.3: Parole Services

Provide a system of parole services to youth placed at home and remaining under TYC jurisdiction.

- Output Measures:
 - Positive Discharge Rate
 - Average Daily Population: Parole
 - Average Daily Population: Contract Parole
- Efficiency Measures:
 - Parole Cost per Youth Day
- Explanatory/Input Measure:
 - Release from Residential Programs to Parole
 - Parole Discharges

STRATEGY C.1.4: Interstate Compact

Implement the interstate cooperative agreement regarding the return and supervision of runaways and the supervision of juvenile probationers and parolees.

- Output Measure:
 - Youth Served through Interstate Compact

Appendix A: Agency Planning Process

The Strategic Plan is the formal document communicating the agency's goals, directions, and outcomes to various audiences, including the Governor, Legislature, the general public and the agency's employees. The Strategic Plan serves as the beginning point for developing the agency's budget structure, which is used for the agency's legislative appropriations request.

The agency strategic planning committee includes members of the executive and management divisions who review the agency vision, mission, goals, and strategies. Each major functional area of the agency is represented on the committee. The planning committee reviews the Strategic Plan Instructions provided by the Governor's Office of Budget, Planning, and Policy and Legislative Budget Board. The instructions specify the framework and contents for the agency strategic plan.

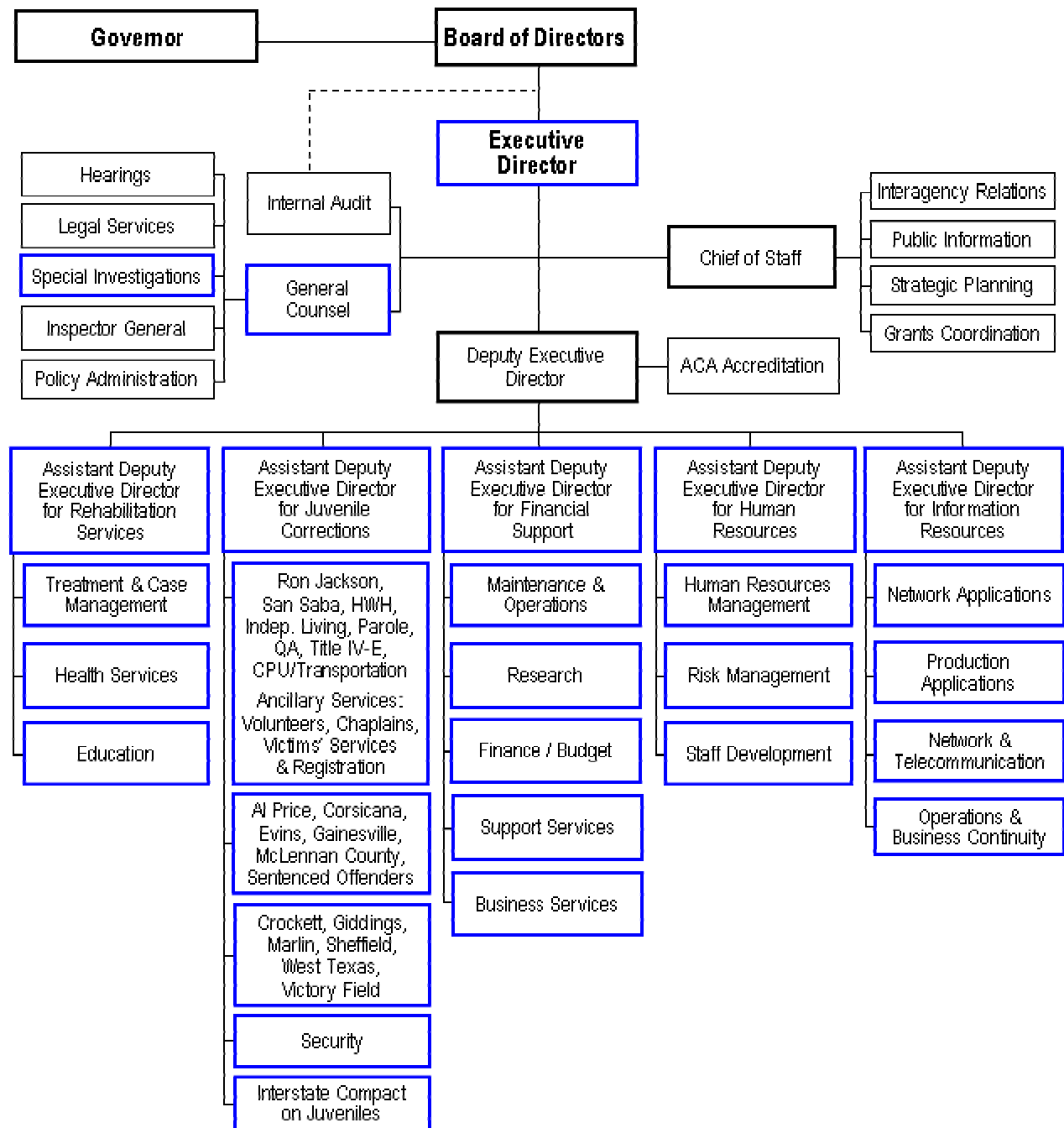
The agency planning process occurs in two distinct phases: strategic and action planning. Strategic planning begins with several key pieces of legislation that passed from the previous legislative session, which impact TYC. Action planning is accomplished through a divisional business planning process. The plan is developed, in part, by evaluating and monitoring the previous agency strategic plan, division business plans, and the performance measures set in the previous strategic planning cycle.

TYC field administrators determine areas of progress, constraints to effectiveness and recommendations addressing the constraints that are developed for possible inclusion to the strategic plan and legislative appropriations request. External and internal assessments are also conducted and analyzed, including a customer service survey. All agency functions are considered in the review of the budget to

determine whether current and expected budgetary needs are being met. The TJPC/TYC Coordinated Strategic Plan goals and strategies are reviewed and incorporated in TYC's strategic plan as appropriate. Also, key performance measures and long-term objectives established for the Texas Youth Commission in *Destination 2010* (the strategic plan for the Texas Workforce Development Systems) are included in the agency strategic plan.

The agency Strategic Plan draft is reviewed and considered for approval by TYC's Executive Council. Upon approval, the completed plan is submitted to the TYC Board for review and consideration for approval. Following TYC Board approval of the plan, it is distributed to the Governor's Office, Legislative Budget Board, and other legislative leadership offices.

Appendix B: Current Organization Chart



Appendix C: Five-Year Projections for Outcomes

The projections in this table are based on the primary assumption that TYC will be funded during the planning period at FY 2005 current services levels.

Additional or less funding requested or provided during the appropriations processes could cause these targets to change.

Measure	2005	2006	2007	2008	2009
Arrests Prevented	22,000	22,000	22,000	22,000	22,000
JCO Turnover Rate	35%	35%	35%	35%	35%
Constructive Activity Rate	52%	52%	52%	52%	52%
Diploma or GED Rate	48%	48%	48%	48%	48%
Percent Reading at Grade Level	18%	18%	18%	18%	18%
One-Year Rearrest Rate	54%	54%	54%	54%	54%
One-Year Rearrest Rate for Violent Offenses	8.6%	8.6%	8.6%	8.6%	8.6%
One-Year Reincarceration Rate	25%	25%	25%	25%	25%
Three-Year Reincarceration Rate	48%	48%	48%	48%	48%
One-Year Reincarceration Rate: Felonies or Misdemeanors	15%	15%	15%	15%	15%

Appendix D: List of Measure Definitions

GOAL A: PROTECTION Outcome Measure

Title: *Prevent Arrests through Custody in Correctional Programs*

Definition: Arrests estimated to have been prevented by maintaining custody of youth in residential correctional programs, which are all placement locations except parole.

Data Limitations: The measure estimates the number of arrests that did not occur because of the existence of TYC correctional programs, rather than being a count of actual events that did occur. Many societal, law enforcement, and juvenile justice factors affect the number of arrests youth experience prior to TYC commitment. Though subject to change for reasons not under agency control, these factors establish the baseline from which "arrests prevented" are computed. The measure is dependent upon the accuracy of information provided by juvenile probation departments. Thus, the number of "arrests prevented" may increase or decrease due to factors not under agency control.

Data Source: Arrests in the year prior to commitment are obtained from juvenile probation departments and entered onto the TYC Correctional Care System at the time of commitment by TYC data entry clerks. Arrests while in TYC custody are recorded on the Correctional Care System as they occur. Time served in correctional programs is collected from placement information on the Correctional Care System. All data sources are automated.

Methodology: "Arrests prevented" are calculated as the difference between the number of arrests a youth experienced the year prior to commitment and the number he/she experienced while in TYC correctional

programs. Results are prorated to reflect the time youth served in correctional programs during the measurement period.

Purpose: This measure estimates the number of crimes prevented in the community as a direct result of TYC correctional supervision.

Calculation Type: Cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL A: PROTECTION Outcome Measure

Title: *Turnover Rate of Juvenile Correctional Officers*

Definition: The number of terminations during the fiscal year divided by the average number of juvenile correctional officers during the fiscal year expressed as a percentage (x100).

Data Limitations: The State Auditor's Annual Report on Full-Time Classified State Employee Turnover has traditionally not been published until nearly three months after the ABEST due date. If the figures initially reported do not equal those reported by the State Auditor's Office (SAO), they will be changed to that of the SAO.

Data Source: Employment information is collected through Personnel Action Requests, and maintained on the Uniform Statewide Payroll System. The rate will be calculated and initially entered into ABEST by TYC staff, but if available, the final figure will be taken from the State Auditor's Office Annual Report on Full-Time Classified State Employee Turnover.

Methodology: The number of juvenile correctional officer terminations during the fiscal year divided by the average number of juvenile correctional officers during the fiscal year. The average number of juvenile correctional officers during the fiscal year equals the average of the headcount of juvenile correctional officers on the last day of each quarter. The result is expressed as a percentage (multiplied by 100).

Purpose: Juvenile Correctional Officers (JCO's) maintain order in TYC facilities and ensure a safe environment. The safety of youth and staff depend on a low ratio of youth per JCO, and that the JCO's be experienced and adequately trained. This can only be maintained if there is a low turnover rate.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL A: PROTECTION Output Measure

Title: *Average Daily Population: Assessment and Orientation*

Definition: The average number of youth served daily in assessment and orientation programs.

Data Limitations: TYC accepts all youth legally committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control affect the number of youth the assessment and orientation unit.

Data Source: Assignments and releases into assessment and orientation programs, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks. The average daily population of youth in assessment and orientation is summarized from this automated data system.

Methodology: Data sources are automated from the TYC Correctional Care System. Total youth days in assessment and orientation programs less days absent due to off-campus statuses are divided by the number of days in the reporting period.

Purpose: This is a measure of utilization of TYC assessment and orientation resources. It is an indicator of the correspondence between the number of youth actually served in assessment and orientation and the system's capacity to provide assessment and orientation services. A population that exceeds capacity may indicate overcrowding. A population below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL A: PROTECTION Output Measure

Title: *Average Daily Population: Institutional Programs*

Definition: The average number of youth served daily by TYC institutional programs. The measure includes youth in Assessment and Orientation, does not include youth in Contract Care or Halfway Houses.

Data Limitations: TYC accepts all youth legally committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control affect the number of youth committed to TYC.

Data Source: Institutional program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks.

Methodology: Data sources are automated from the TYC Correctional Care System. Total

youth days in institutional programs less days absent due to off-campus statuses, are divided by the number of days in the reporting period.

Purpose: This is a measure of utilization of TYC institutional program resources. It is an indicator of the degree of correspondence between the number of youth in TYC-operated secure residential programs and system capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL A: PROTECTION Output Measure

Title: *Average Daily Population: Contract Programs*

Definition: The average number of youth served daily by contracted residential programs. The programs may be high, medium, or minimum restriction programs.

Data Limitations: TYC accepts all youth legally committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control affect the number of youth committed to TYC.

Data Source: Contracted program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks.

Methodology: Data sources are automated from the TYC Correctional Care System. Total youth days in contracted residential programs less days absent due to off-campus statuses, are divided by the number of days in the reporting period.

Purpose: This is a measure of utilization of contracted program resources. It is an indicator of the degree of correspondence between the number of youth in contracted secure and non-secure residential programs and system capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL A: PROTECTION Output Measure

Title: *Average Daily Population: Halfway House Programs*

Definition: The average number of youth served daily by halfway house programs, which are TYC-operated residential non-secure programs.

Data Limitations: TYC accepts all youth legally committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control affect the number of youth committed to TYC.

Data Source: Halfway house program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks.

Methodology: Data sources are automated from the TYC Correctional Care System. Total youth days in halfway house programs less days absent due to off-campus statuses, are divided by the number of days in the reporting period.

Purpose: This is a measure of utilization of halfway house program resources. It is an indicator of the degree of correspondence between the number of youth in TYC-operated non-secure residential programs and system

capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL A: PROTECTION Efficiency Measure

Title: *Assessment and Orientation Cost Per Youth Day*

Definition: Assessment and orientation program cost per youth per day.

Data Limitations: The Texas Youth Commission accepts all youth legally committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control affect the timing and number of youth who enter the assessment and orientation unit, consequent efficiencies of scale, and costs per youth per day. This measure only includes the costs expended in the strategy. Expenditures may increase because of additional appropriations.

Data Source: Assessment and Orientation Program assignments and releases as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks. The average daily population of youth in assessment and orientation is summarized from this automated data system. Expenditures are classified and entered on the TYC financial accounting system. Orientation and assessment cost data for the reporting period is retrieved from this automated data system.

Methodology: Assessment and orientation cost per day is calculated as total dollars expended for the assessment and orientation strategy, divided by Average Daily Population of the

Assessment and Orientation Unit, divided by the number of days in the reporting period.

Purpose: The measure provides average per-day cost of providing orientation and assessment services for TYC youth. The presentation facilitates year-to-year cost comparisons.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL A: PROTECTION Efficiency Measure

Title: *Capacity Cost in Institutional Programs Per Youth Day*

Definition: Institutional program cost per youth per day.

Data Limitations: The Texas Youth Commission accepts all youth committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control may affect the timing and number of youth committed to TYC, consequent efficiencies of scale, and institutional strategy costs per youth per day. This measure only includes the costs expended in the strategy. Expenditures may increase because of additional appropriations. Average Daily Population: Assessment and Orientation is included in Average Daily Population: Institutional Programs.

Data Source: Institutional program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks. The average daily population of youth in institutional programs is summarized from this automated data system. Expenditures are classified and entered on the TYC financial accounting system. Institutional Program cost data for the reporting period is retrieved from this automated data system.

Methodology: Total dollars expended for the Institutional Services strategy during the reporting period are divided by Average Daily Population in Institutional Programs, and then divided by the number of days in the reporting period.

Purpose: This measure provides the average cost per day of providing TYC-operated institutional services, including room, board, and security for TYC youth. The measure facilitates period-to-period cost comparison.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL A: PROTECTION Efficiency Measure

Title: *Capacity Cost in Contract Programs Per Youth Day*

Definition: Contract program cost per youth per day.

Data Limitations: The Texas Youth Commission accepts all youth committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control may affect the timing and number of youth committed to TYC, consequent efficiencies of scale, and contract strategy costs per youth per day. This measure only includes the costs expended in the strategy. Expenditures may increase because of additional appropriations.

Data Source: Contract program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks. The average daily population of youth in contract programs is summarized from this automated data system. Expenditures are classified and entered on the TYC financial accounting system. Contract Program cost data

for the reporting period is retrieved from this automated data system.

Methodology: Total dollars expended for the Contracted Capacity strategy during the reporting period are divided by Average Daily Population in Contract Programs, and then divided by the number of days in the reporting period.

Purpose: This measure provides the average cost per day of providing contracted correctional services, including room, board, and security for TYC youth. The measure facilitates period-to-period cost comparison.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL A: PROTECTION Efficiency Measure

Title: *Capacity Cost in Halfway Houses Per Youth Day*

Definition: Halfway House program cost per youth per day.

Data Limitations: The Texas Youth Commission accepts all youth committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control may affect the timing and number of youth committed to TYC, consequent efficiencies of scale, and halfway house strategy costs per youth per day. This measure only includes the costs expended in the strategy. Expenditures may increase because of additional appropriations.

Data Source: Halfway house program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks. The average daily population of youth in the halfway house programs is summarized from this automated data system.

Expenditures are classified and entered on the TYC financial accounting system. Halfway House Program cost data for the reporting period is retrieved from this automated data system.

Methodology: Total dollars expended for the Halfway House Services strategy during the reporting period are divided by Average Daily Population in Halfway House Programs, and then divided by the number of days in the reporting period.

Purpose: This measure provides the average cost per day of providing TYC-operated halfway house services, including room, board, and security for TYC youth. The measure facilitates period-to-period cost comparison.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL A: PROTECTION Efficiency Measure

Title: *Cost of Health Care Services Per Youth Day*

Definition: Health care services cost per youth per day in residential programs.

Data Limitations: The Texas Youth Commission accepts all youth committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control may affect the timing and number of youth committed to TYC, consequent efficiencies of scale, and health care services strategy costs per youth per day. This measure only includes the costs expended in the strategy. Expenditures may increase because of additional appropriations.

Data Source: Residential program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry

clerks. The average daily population of youth in the residential programs is summarized from this automated data system. Expenditures are classified and entered on the TYC financial accounting system. Health Care Services cost data for the reporting period is retrieved from this automated data system.

Methodology: Total dollars expended for the Health Care Services strategy during the reporting period are divided by the Average Daily Population in residential programs, and then divided by the number of days in the reporting period.

Purpose: This measure provides the average cost per day of providing health care services for TYC youth. The measure facilitates period-to-period cost comparison.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL A: PROTECTION Efficiency Measure

Title: *Cost of Psychiatric Care Services Per Youth Day*

Definition: Psychiatric care services cost per youth per day in residential programs.

Data Limitations: The Texas Youth Commission accepts all youth committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control may affect the timing and number of youth committed to TYC, consequent efficiencies of scale, and psychiatric care services strategy costs per youth per day. This measure only includes the costs expended in the strategy. Expenditures may increase because of additional appropriations.

Data Source: Residential program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local

detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks. The average daily population of youth in the residential programs is summarized from this automated data system. Expenditures are classified and entered on the TYC financial accounting system. Psychiatric Services cost data for the reporting period is retrieved from this automated data system.

Methodology: Total dollars expended for the Psychiatric Care Services strategy during the reporting period are divided by the average daily population in residential programs, and then divided by the number of days in the reporting period.

Purpose: This measure provides the average cost per day of providing psychiatric care services for TYC youth. The measure facilitates period-to-period cost comparison.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL A: PROTECTION Efficiency Measure

Title: *Change Orders & Add-ons as % of Budgeted Construction Costs*

Definition: Change orders and add-ons as a percentage of budgeted construction costs.

Data Limitations: Some change-orders or add-ons may improve the operational efficiency and safety of facilities and be justified in terms of long-term operating costs.

Data Source: Construction-related expenditures are classified and entered onto the TYC financial accounting system.

Methodology: Construction expenditures for change-orders or add-ons are divided by total construction dollars expended in the

Construction strategy for the reporting period. The result is expressed as a percentage.

Purpose: Change orders or add-ons may affect the overall cost of building a facility. This measure reflects the extent to which projects are completed within budgeted levels.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL A: PROTECTION Explanatory Measure

Title: *New Youth Committed Annually*

Definition: The annual number of first-time commitments.

Data Limitations: The Texas Youth Commission accepts all youth legally committed by Texas courts. This number is outside of the agency's control.

Data Source: Assessment and orientation personnel identify youth committed to TYC for the first time. Data entry clerks enter this information into the TYC Correctional Care System.

Methodology: The number of youth received at TYC assessment and orientation centers during the reporting period for the first time ever for a commitment to the agency from the juvenile court are counted.

Purpose: This measure counts the number of youth committed to TYC for the first time. The number of youth committed to TYC is the primary factor affecting program populations and therefore the necessary budgets.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Not applicable for explanatory measures.

GOAL A: PROTECTION **Explanatory Measure**

Title: *Youth Per JCO Per Shift*

Definition: The number of youth in TYC-operated institutions per on-duty Juvenile Correctional Officer staff (JCO) working in dormitories per shift.

Data Limitations: The measure presents a system-wide average. Physical layouts of institutions and characteristics of populations of youth served affect local ratios required for safe operations. The ratios also differ among the shifts within each institution.

Data Source: Institutional assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention and jail) are entered into the TYC Correctional Care System by TYC data entry clerks. The average daily population of youth in institutions is summarized from this automated data system by a monthly report produced by the Information Resources Department. The number of on-duty JCO staff is determined by the TYC Finance Department through information available on the Uniform Statewide Payroll System.

Methodology: Youth per JCO per shift is calculated by dividing the average daily population (ADP) in TYC-operated institutions by the number of on-duty dormitory JCO staff per shift, excluding the JCO dorm supervisors. The ADP in TYC-operated institutions is calculated by summing the total number of days youth are assigned to institutions operated by TYC (excluding days absent due to off-campus statuses), and then dividing by the number of days in the reporting period. The number of on-duty dormitory JCO's per shift is calculated by dividing the number of paid days for dormitory staff JCO positions by three to reflect that three shifts per day are required for 24-hour coverage; this result is then divided by

the "relief factor" (currently calculated at 1.72) that accounts for 1) each 8 hour shift having 56 hours in a week rather than 40, and 2) hours staff are paid but away from dorms for reasons such as annual leave, sick leave, and training.

Purpose: Juvenile Correctional Officers maintain order in TYC facilities and ensure a safe environment. The average number of youth per Juvenile Correctional Officer per shift impacts institutional safety and security. The safety of youth and staff depend on a low ratio.

Calculation Type: Cumulative.

New Measure: No.

Desired Performance: Not applicable for explanatory measures.

GOAL A: PROTECTION **Explanatory Measure**

Title: *Total Residential Intakes*

Definition: The annual number of intakes into residential programs from either outside of the agency or from parole. Total residential intakes include: new commitments, recommitments, revocations, and negative movements.

Data Limitations: The Texas Youth Commission accepts all youth legally committed by Texas courts. This number is outside of the agency's control.

Data Source: Assessment and orientation personnel identify youth committed to TYC from the juvenile court. Data entry clerks enter this information into the TYC Correctional Care System. Facility movement of youth into residential programs from parole is entered into TYC's Correctional Care System by data clerks.

Methodology: The number of youth receiving an assignment to a residential program who prior to the assignment were either not assigned to a TYC program or were assigned to parole.

Purpose: This measure shows the total number of youths entering the TYC residential population. This measure is one indicator of the movement of youth within the juvenile justice system.

Calculation Type: Cumulative.

New Measure: Yes

Desired Performance: Not applicable for explanatory measures.

GOAL A: PROTECTION **Explanatory Measure**

Title: *Parole Revocation Intakes*

Definition: The annual number of intakes into residential programs as a result of a parole revocation.

Data Limitations: There is a time lag between revocation hearings, data entry and year end therefore only partial data is available at the end of the state fiscal year. Parole revocation is used as an intervention to manage behavior and may therefore have a positive impact on recidivism by preventing more serious offenses in the community.

Data Source: Facility movement of youth into residential programs from parole is entered into TYC's Correctional Care System by data clerks in the field. Revocation information is entered into TYC's Correctional Care System by Legal Department staff.

Methodology: The number of intakes receiving an assignment to a residential program who prior to the assignment were either not assigned to a TYC program or were assigned to parole, and who were placed in a residential program because of a parole revocation.

Purpose: This measure shows the number of youths revoked from parole who are returning to TYC residential programs. This measure is one indicator of the movement of youth within the juvenile justice system.

Calculation Type: Cumulative.

New Measure: Yes

Desired Performance: Not applicable for explanatory measures.

GOAL B: PRODUCTIVITY **Outcome Measure**

Title: *Constructive Activity Rate*

Definition: The percentage of youth who have been on parole for at least 30 days, who are employed, attending school, college, GED preparation, or participating in vocational or technical training,

Data Limitations: Data is only entered at the point of contact between parole officers and parolees. A measurement taken at single point in time may not reflect performance over the entire period. General economic conditions may affect employment opportunities.

Data Source: Each youth under TYC jurisdiction has an Individual Case Plan. Part of the case plan on parole is education and/or employment. TYC parole officers update compliance with the case plan onto the TYC Correctional Care System.

Methodology: Data sources are automated. Constructive activity participation is measured the day of a youth's last contact with their parole officer prior to the end of the measurement period. Youth constructively engaged at that reporting date are counted as participating in a constructive activity. The denominator for the measure is the number of youth who at the last day of the quarter have been on parole for at least 30 days. Youth in jail, detention or abscond status the last day of the quarter are considered to not be constructively active. Youth on Interstate Compact are excluded.

Purpose: This measure is an indicator of successful community reintegration for youth under TYC parole supervision.

Calculation Type: Non-cumulative.

New Measure: Yes.

Desired Performance: Higher than target.

**GOAL B: PRODUCTIVITY
Outcome Measure**

Title: *Diploma or GED Rate (TYC Operated Schools)*

Definition: The percentage of youth age 16 or above who have earned a high school diploma or general equivalency diploma (GED) within 90 days after their release from institutions with TYC operated schools.

Data Limitations: TYC has a large percentage of special education youth. The average youth committed functions at the 5th grade level at admission. It is very difficult for many youth to achieve a diploma within the short time they are at TYC.

Data Source: When youth achieve either a high school diploma or GED, the completion date is recorded in the TYC computer system by TYC personnel. Information concerning age, release date, and discharge status are maintained on the TYC computer system.

Methodology: Data sources are automated. Measurement extends 90 days after release from institutions with TYC teachers. The denominator of "Diploma or GED population" is the number of youth who, during the reporting period, reach the tracking end point of 90 days since release from an institution with TYC teachers, and were age 16 or older when released. The numerator is the number of these youth who had obtained their high school diploma or GED by the end of that 90-day period. The result is expressed as a percentage.

Purpose: Achievement of educational objectives is associated with improved job and educational prospects after release. This measure addresses the extent to which TYC youth achieve a high school diploma or GED

either before or just after release from institutions with TYC teachers, where most of the money in the strategy is expended.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

**GOAL B: PRODUCTIVITY
Outcome Measure**

Title: *Percent Reading at Grade Level at Release*

Definition: The percentage of youth released to parole or discharged without parole who, at their last time tested, have a reading skill level at or above the average skill of a child of the same age.

Data Limitations: TYC has a large percentage of special education youth. The average youth committed to TYC is 4-5 years behind reading grade level at admission. It is difficult to get most youth to read at grade level within the short time they are at TYC. The test used only goes to the 12th grade, ninth month level.

Data Source: Youth committed to TYC are administered a standard basic educational achievement test at the assessment and orientation center. The test measures reading and math skills expressed in terms of standard grade-level equivalents. Data entry clerks or education department personnel enter test results onto the TYC Correctional Care System.

Methodology: Data sources are automated. Age at testing date is computed from data maintained on the TYC Correctional Care System. Youth are considered "reading at grade level" if, when last tested, they demonstrate reading skill at or above a level equivalent to the average skill of a child of the same age in the community. Youth in the community are assumed to reach age 18 in the middle of their 12th grade of schooling, and each age below that one year of schooling

earlier. Youth reading at the 12th grade, ninth-month level are considered to be reading at grade level, regardless of age. The denominator for this measure is the number of youth released to parole or discharged without parole during the reporting period. Since the funds in this strategy are expended in institutions with TYC-employed teachers, youth are only included if they are placed in an institution that has TYC-employed teachers, and other than an assessment and orientation center.

Purpose: Most youth committed to TYC enter with serious educational challenges. Providing effective remedial instruction is an important agency activity. This measure addresses the extent to which TYC-provided instruction raises reading skills of TYC youth to the average of same-aged children in the community.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL B: PRODUCTIVITY

Output Measure

Title: *Average Daily Attendance in TYC-Operated Schools*

Definition: The average daily number of youth attending school taught in TYC operated schools.

Data Limitations: Per TEA requirements, the measure only measures attendance at two periods of the day.

Data Source: TYC education personnel record school attendance in accordance with Texas Education Agency (TEA) standards. Per TEA requirements, attendance is recorded during second or fifth period. Education department personnel enter daily attendance information onto the computer system used by the TYC Education Department.

Methodology: Data sources are automated. Total number of student-attendance days is tallied excluding any days students were absent from school. Total youth days are divided by the number of school days in the reporting period. Quarterly information contains data for the six-week school periods completed during the quarter.

Purpose: This is a measure of utilization of TYC education program resources. It is an indicator of the correspondence between the number of youth in education programs and system capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION

Output Measure

Title: *Percent of Math Level Gain*

Definition: The percentage of youth leaving a TYC institution who achieve at least 1.0 month gain in Math on a standardized test for each month of instruction.

Data Limitations: The measure only includes youth retested at institutions with TYC-employed teachers.

Data Source: Youth committed to TYC are administered a standard basic educational achievement test at the assessment and orientation center. The test measures skills expressed in terms of standard grade-level attainment. Youth are retested prior to release from an institution. Data entry clerks or education department personnel enter test results onto the TYC Correctional Care System.

Methodology: Data sources are automated. Since the funds in this strategy are expended in

institutions with TYC-employed teachers, youth are only included if they leave and are retested at an institution that has TYC-employed teachers, and they are either discharged from the agency or placed as a permanent assignment into a program other than an institution with TYC-employed teachers. The number of months of instruction and difference in math scores are calculated from data maintained on the TYC Correctional Care System. Youth are considered to have achieved 1.0 month gain per month of instruction if months gain divided by months of instruction is at least 1.0. Youth who score 12th grade, ninth month on the retest and sufficiently high on the first test such that there is no opportunity for 1.0 month gain per month of instruction are excluded from the measure.

Purpose: Nearly all youth committed to TYC enter with serious educational challenges. Providing effective instruction is an important agency goal. This measure addresses the extent to which TYC-provided instruction raises math skills of TYC-committed students at populations comparable to that expended of children in the community.

Calculation Type: Non-Cumulative

New Measure: No

Desired Performance: Higher than target.

GOAL C: REHABILITATION Output Measure

Title: *Percent of Reading Level Gain*

Definition: The percentage of youth leaving a TYC institution who achieve at least 1.0 month gain in Reading on a standardized test for each month of instruction.

Data Limitations: The measure only includes youth retested at institutions with TYC-employed teachers.

Data Source: Youth committed to TYC are administered a standard basic educational

achievement test at the assessment and orientation center. The test measures skills expressed in terms of standard grade-level attainment. Youth are retested prior to release from an institution. Data entry clerks or education department personnel enter test results onto the TYC Correctional Care System.

Methodology: Data sources are automated. Since the funds in this strategy are expended in institutions with TYC-employed teachers, youth are only included if they leave and are retested at an institution that has TYC-employed teachers, and they are either discharged from the agency or placed as a permanent assignment into a program other than an institution with TYC-employed teachers. The number of months of instruction and difference in Reading scores are calculated from data maintained on the TYC Correctional Care System. Youth are considered to have achieved 1.0 month gain per month of instruction if months gain divided by months of instruction is at least 1.0. Youth who score 12th grade, ninth month on the retest and sufficiently high on the first test such that there is no opportunity for 1.0 month gain per month of instruction are excluded from the measure.

Purpose: Nearly all youth committed to TYC enter with serious educational challenges. Providing effective instruction is an important agency goal. This measure addresses the extent to which TYC-provided instruction raises reading skills of TYC-committed students at populations comparable to that expended of children in the community.

Calculation Type: Non-Cumulative

New Measure: No

Desired Performance: Higher than target.

GOAL B: PRODUCTIVITY Output Measure

Title: *Median Math Gain Per Month of Instruction*

Definition: The median (50th percentile) Math gain per month of instruction for youth leaving an institution with TYC-operated schools.

Data Limitations: The measure only includes youth retested at TYC-operated schools. Both the pre-test and the post-test are highly dependent upon youth motivation. The test used only goes to the 12th grade, ninth month level.

Data Source: Youth committed to TYC are administered a standard basic educational achievement test at the assessment and orientation center. The test measures skills expressed in terms of standard grade-level equivalents. Youth are retested prior to release from an institution. Data entry clerks or education department personnel enter test results onto the TYC Correctional Care System.

Methodology: Data sources are automated. Since the funds in this strategy are expended in TYC-operated schools, youth are only included if they leave and are retested at a TYC-operated school, and they are either discharged from the agency or placed as a permanent assignment into a program other than a TYC-operated school. The number of months of instruction and difference in math scores are calculated from data maintained on the TYC Correctional Care System. The number of months math gain per month of instruction is calculated for each youth released and post-tested by dividing the difference between their individual pre-test and post-test math test scores by the number of months between the tests. For youth placed outside of an institution with a TYC-operated school for at least 30 days, their next test will be considered a pre-test. Any tests given less than 180 days apart will be considered invalid and excluded.

Purpose: Nearly all youth committed to TYC enter with serious educational challenges. Providing effective instruction is an important agency goal. This measure addresses the extent to which TYC-provided instruction raises math skills of TYC-committed students at populations

comparable to that expected of children in the community.

Rationale for Change: TYC believes the median gain is more reflective of the agency's performance regarding educational progress made by youth. The current test is considered invalid by the publisher if it is administered less than six months apart.

Calculation Type: Non-cumulative.

New Measure: Yes.

Desired Performance: Higher than target.

GOAL B: PRODUCTIVITY

Output Measure

Title: *Median Reading Gain per Month of Instruction*

Definition: The median (50th percentile) Reading gain per month of instruction-for youth leaving an institution with TYC-operated schools.

Data Limitations: The measure only includes youth retested at TYC-operated schools. Both the pre-test and the post-test are highly dependent upon youth motivation. The test used only goes to the 12th grade, ninth month level.

Data Source: Youth committed to TYC are administered a standard basic educational achievement test at the assessment and orientation center. The test measures skills expressed in terms of standard grade-level equivalents. Youth are retested prior to release from an institution. Data entry clerks or education department personnel enter test results onto the TYC Correctional Care System.

Methodology: Data sources are automated. Since the funds in this strategy are expended in TYC-operated schools, youth are only included if they leave and are retested at a TYC-operated school, and they are either discharged from the agency or placed as a permanent assignment into a program other

than a TYC-operated school. The number of months of instruction and difference in reading scores are calculated from data maintained on the TYC Correctional Care System. The number of months reading gain per month of instruction is calculated for each youth released and post-tested by dividing the difference between their individual pre-test and post-test reading test scores by the number of months between the tests. For youth placed outside of an institution with a TYC-operated school for at least 30 days, their next test will be considered a pre-test. Any tests given less than 180 days apart will be considered invalid and excluded.

Purpose: Nearly all youth committed to TYC enter with serious educational challenges. Providing effective instruction is an important agency goal. This measure addresses the extent to which TYC-provided instruction raises reading skills of TYC-committed students at populations comparable to that expected of children in the community.

Calculation Type: Non-cumulative.

New Measure: Yes.

Desired Performance: Higher than target.

GOAL B: PRODUCTIVITY

Output Measure

Title: *Student Enrollment by Career and Technology Course*

Definition: The number of youth in institutions with TYC teachers who were enrolled in Career and Technology Education (CATE) courses approved by the Texas Education Agency (TEA) during a given fiscal year. Enrollments for each course and for total enrollments include unduplicated students, regardless of whether a given student is enrolled in the same course at multiple schools, enrolls in the same CATE course more than once, or enrolls in multiple courses.

Data Limitations: Enrollment data is dependent on current student schedules being recorded in

automated software at local schools. The number of enrollments does not reflect the duration of each student's enrollment in a CATE course. Students may be scheduled in multiple CATE courses in a reporting period without completing them.

Data Source: Students at TYC-operated schools are scheduled into classes with automated software using local servers. Data replicates nightly into a common server at TYC Central Office. Data reflects TEA-approved course enrollments.

Methodology: Data sources are automated. Programs count the total enrollments for each course in institutions with TYC teachers, and eliminate duplicated students in the same course. Courses are reported by each TEA-approved vocational/technology training area per each course.

Purpose: To count the number of students enrolled in CATE courses.

Calculation Type: Cumulative

New Measure: Yes

Desired Performance: Higher than target.

GOAL B: PRODUCTIVITY

Output Measure

Title: *Student Enrollment in Texas Education Agency Secondary Courses*

Definition: The number of students enrolled in one or more secondary education courses from institutions with TYC teachers during a given fiscal year. Enrollments are unduplicated, regardless of whether a given student has been enrolled in one or more TYC-operated schools. A secondary education course is defined as one that serves students in 9th grade and above.

Data Limitations: Enrollment data is dependent on current student schedules being recorded in automated software at local schools. The

number of enrollments does not reflect the duration of each student's enrollment.

Data Source: Students at TYC-operated schools are scheduled into classes with automated software using local servers. Data replicates nightly into a common server at TYC Central Office. Data reflects TEA-approved course enrollments.

Methodology: Data sources are automated. Programs count all students in institutions with TYC teachers who were enrolled in secondary courses approved by TEA during the reporting period.

Purpose: To count the number of students served in secondary classes in Texas Youth Commission.

Calculation Type: Cumulative

New Measure: Yes

Desired Performance: Higher than target.

GOAL B: PRODUCTIVITY

Output Measure

Title: *Total Number of Contact Hours: Career and Technology Courses*

Definition: Total number of student contact hours in career and technology education courses during the reporting period.

Data Limitations: Calculation of this measure has transitioned to a new automation system which has not yet been completely tested.

Data Source: TYC education personnel record career and technology attendance in accordance with Texas Education Agency (TEA) standards. Education department personnel enter daily attendance records onto the computers used by the TYC Education Department.

Methodology: Contact hours are defined as the sum for all school days in the reporting period

of the total number of career and technology instructional hours for all students in attendance for the day. Quarterly information contains data for the six-week school periods completed during the quarter.

Purpose: This is a measure of utilization of career and technology resources. It is an indicator of the correspondence between the number career and technology instructional hours youth actually receive in the education system and system's capacity to provide services. A count that exceeds capacity may indicate overcrowding. A count below capacity may indicate resource underutilization.

Calculation Type: Cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL B: PRODUCTIVITY

Output Measure

Title: *Average Daily Attendance in Career and Technology Education Courses*

Definition: The average daily number of youth attending career and technology education courses taught by TYC-employed teachers.

Data Limitations: This measure only measures for each school day the number of youth attending career and technology classes, regardless of the number of hours for each class. Calculation of this measure is transitioning to a new automation system and has not yet been completely tested.

Data Source: TYC education personnel record career and technology attendance in accordance with Texas Education Agency (TEA) standards. Education department personnel enter daily attendance records onto the computers used by the TYC Education Department.

Methodology: Total number of student-attendance days is tallied by summing the

number of youth per career and technology class per day, excluding days students were absent from career and technology classes. Total youth days are divided by the number of school days in the reporting period.

Purpose: This is a measure of utilization of TYC education and career and technology resources.

Calculation Type: Cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL B: PRODUCTIVITY

Efficiency Measure

Title: *Education and Workforce Cost in TYC-Operated Schools Per Youth Day*

Definition: Educational program cost per youth per day.

Data Limitations: The Texas Youth Commission accepts all youth committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control affect the timing and number of youth who enter the TYC education and workforce system, consequent efficiencies of scale, and costs per youth per day. This measure only includes the costs expended in the strategy. Expenditures may increase because of additional appropriations.

Data Source: Education department personnel enter daily attendance records onto the computers used by the TYC Education Department. Average daily education attendance is summarized from this automated data system. Education and workforce expenditures are classified and entered on the TYC financial accounting system. Education and workforce cost data for the reporting period is retrieved from this automated data system.

Methodology: The measure is calculated by dividing the total dollars expended in the Education and Workforce Programs strategy for the reporting period by the Average Daily

Attendance in TYC-Operated Schools, and then dividing by the number of days in the reporting period.

Purpose: The measure provides average per-day cost of providing educational services for TYC youth. The presentation facilitates year-to-year cost comparisons by controlling for number of youth.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL B: PRODUCTIVITY

Explanatory Measure

Title: *Percent Reading at Grade Level at Commitment*

Definition: The percentage of youth committed to the agency during the reporting period and for the first time, who, at their first time tested, have a reading skill level at or above the average skill of a child of the same age.

Data Limitations: This measure is dependent upon the educational skills of the youth committed by the juvenile courts and thus is beyond the agency's control.

Data Source: Youth committed to TYC are administered a standard basic educational achievement test at the assessment and orientation center. The test measures skills expressed in terms of grade-level attainment. Data entry clerks or education department personnel enter test results onto the TYC Correctional Care System.

Methodology: Data sources are automated. Age at testing is computed from data maintained on the TYC Correctional Care system. Youth are considered reading at grade level if, when first tested, they demonstrate reading skill at or above a level equivalent to the average skill of a child of the same age in the community. Youth in the community are assumed to reach age 18 in the middle of their

12th grade of schooling, and each age below that one year of schooling earlier. Youth reading at the 12th grade, ninth month level are considered reading at grade level, regardless of age. The denominator for this measure is the number of youth entering TYC for the first time during the reporting period.

Purpose: Most youth committed to TYC enter with serious educational challenges. This measure greatly impacts the outcome measure of Percent Reading at Grade Level at Release.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Not applicable to explanatory measures.

GOAL B: PRODUCTIVITY

Explanatory Measure

Title: *Median Years Reading Under Grade Level at Commitment*

Definition: The number of years difference between the average reading skill of youth at commitment and the actual reading skill level of children of the same age, for youth at the 50th percentile of years difference of all youth committed to the agency for the first time and during the reporting period.

Data Limitations: This measure is dependent upon the educational skills of youth committed by the juvenile courts and thus is beyond the agency's control.

Data Source: Youth committed to TYC are administered a standard basic educational achievement test at the assessment and orientation center. The test measures skills expressed in terms of standard grade-level attainment. Data entry clerks or education department personnel enter test results onto the TYC Correctional Care System.

Methodology: Data sources are automated. Age at testing is computed from data

maintained on the TYC Correctional Care System. For each youth entering TYC for the first time during the reporting period, the number of years difference is calculated between actual reading skill level and a level equivalent to the average skill of a child of the same age in the community. Youth in the community are assumed to reach age 18 in the middle of their 12th grade of schooling, and each age below that one year of schooling earlier. The results are rank ordered and the median difference between expected and actual reading scores is identified as follows: 50 percent of the differences in scores are greater and 50 of the differences in scores are smaller.

Purpose: Nearly all youth committed to TYC enter with serious educational challenges. This measure greatly impacts the outcome measure of Percent Reading at Grade Level at Release.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Not applicable to explanatory measures.

GOAL C: REHABILITATION

Outcome Measure

Title: *One-Year Rearrest Rate*

Definition: The percentage of youth released from secure programs to non-secure correctional programs, parole or agency discharge who, within one (1) year, are known to be rearrested. This measure includes felonies, misdemeanors and technical violations.

Data Limitations: The measure is dependent upon the completeness of arrest information available on the Department of Public Safety (DPS) and TYC databases, and the correct matching of TYC youth and individuals entered onto the DPS system. An information exchange with DPS is done at least annually and historically there has been a substantial time lag in some data entry. The measure does not

include arrests occurring later than a year after release.

Data Source: Data sources are automated. Arrest sources are the Incident Report and the Discharge Summary of TYC's Correctional Care System, and computer matching through an information exchange with the Department of Public Safety (DPS) Career Criminal History database.

Methodology: The population measured is youth released from a secure program to a non-secure correctional program, parole or agency discharge 14 months prior to any day in the reporting period (12 months for follow-up and 2 months for late data entry). These youth are checked for a one-year period from the date of release for arrests recorded in either the TYC or the DPS databases. The result is divided by number of youth in the population measure, and expressed as a percentage. Reincarcerations and convictions into the adult system where there is no arrest recorded are considered to have been arrested on the day of reincarceration or conviction, respectively. Sentenced offenders transferred directly to the Texas Department of Criminal Justice-Institutions Division without being released are excluded.

Purpose: One of the primary goals of TYC rehabilitation efforts is to establish law-abiding youth when released to the community. This measure provides an indication of the extent to which this goal is met.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION Outcome Measure

Title: *One-Year Rearrest Rate for Violent Offenses*

Definition: The percentage of youth released from secure programs to non-secure programs, parole or agency discharge who, within one (1) year, were rearrested for any violent offense.

Data Limitations: The measure is dependent upon the completeness of arrest information available on the DPS and TYC databases, and the correct matching of TYC youth and individuals entered onto the Department of Public Safety (DPS) system. An information exchange with DPS is done at least annually and historically there has been a time lag in some data entry. It is not always recorded whether an arrest listed in the sections above is or is not a felony. The measure does not include arrests occurring later than a year after release.

Data Source: Data sources are automated. Arrest sources are the Incident Report and the Discharge Summary of TYC's Correctional Care System, and computer matching through an information exchange with the Department of Public Safety (DPS) Career Criminal History database.

Methodology: All of the methodology from one-year rearrest rate applies. Additionally, a violent offense is defined as a felony listed in the Texas Penal Code in Title 5 (Crimes Against Person), Chapter 29 (Robbery) or section 28.02 (Arson), or defined as a Violent Offense by TYC policy.

Purpose: One of the primary goals of TYC rehabilitation efforts is to establish law-abiding lives among youth when released to the community. This measure provides an indication of the extent to which the goal of reducing serious criminal behaviors among released youth is met.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION

Outcome Measure

Title: *One-Year Reincarceration Rate: Total*

Definition: The percentage of youth released from secure to non-secure programs, parole or agency discharge who, within one (1) year, are known to be reincarcerated to a secure juvenile or adult prison facility other than through a temporary placement. This measure includes felonies, misdemeanors and technical violations.

Data Limitations: The measure is dependent upon the completeness of reincarceration information available on the Department of Public Safety (DPS) and TYC databases, and the correct matching of TYC youth and individuals entered onto the DPS system. An information exchange with DPS is done at least annually and historically there has been a time lag in some data entry. The measure does not include reincarcerations occurring later than a year after release.

Data Source: Data sources are automated. Reincarceration sources are the Youth Movement Form and the Discharge Summary of TYC's Correctional Care System, and computer matching through an information exchange with the Department of Public Safety (DPS) Career Criminal History database.

Methodology: The population measured is youth released from a secure program to a non-secure correctional program, parole or agency discharge 14 months prior to any day in the reporting period (12 months for follow-up and 2 months for late data entry). These youth are checked for a one-year period from the date of release for reincarceration into either a secure Texas Youth Commission facility or the Texas Department of Criminal Justice-Institutional Division. The result is divided by number of youth in the population measured, and expressed as a percentage. Sentenced offenders transferred directly to the Texas Department of Criminal Justice-Institutions Division without being released are excluded from analysis. Temporary admissions into TYC

secure programs are not considered as reincarceration.

Purpose: This measure indicates the extent to which TYC rehabilitation programs are effective in reducing reincarceration within one year of release.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION Outcome Measure

Title: *Three-Year Reincarceration Rate: Total*

Definition: The percentage of youth released from secure to non-secure programs, parole or agency discharge who, within three (3) years, are known to be reincarcerated to a secure juvenile or adult prison facility other than through a temporary placement. This measure includes felonies, misdemeanors and technical violations.

Data Limitations: The measure is dependent upon the completeness of reincarceration information available on the Department of Public Safety (DPS) and TYC databases, and the correct matching of TYC youth and individuals entered onto the DPS system. An information exchange with DPS is done at least annually and historically there has been a time lag in some data entry.

Data Source: Reincarceration sources are the Youth Movement Form and the Discharge Summary of TYC's Correctional Care System, and computer matching through an information exchange with the Department of Public Safety (DPS) Career Criminal History database.

Methodology: The population measured is youth released from a secure program to a non-secure program, parole or agency discharge 38

months prior to any day in the reporting period (36 months for follow-up and 2 months for late data entry). These youth are checked for a three-year period from the date of release for reincarceration into either a secure Texas Youth Commission facility or the Texas Department of Criminal Justice-Institutional Division. The result is divided by number of youth in the population measured, and expressed as a percentage. Sentenced offenders transferred directly to the Texas Department of Criminal Justice-Institutions Division without being released are excluded from analysis. Temporary admissions into TYC secure programs are not considered as reincarceration.

Purpose: This measure indicates the extent to which TYC rehabilitation programs are effective in reducing reincarceration.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION Outcome Measure

Title: *One-Year Reincarceration Rate: Felonies or Misdemeanors*

Definition: The percentage of youth released from secure to non-secure programs, parole or agency discharge who, within one (1) year, are known to be reincarcerated to a secure juvenile or adult prison facility, other than through a temporary placement, because of a felony or misdemeanor.

Data Limitations: The measure is dependent upon the completeness of reincarceration information available on the Department of Public Safety (DPS) and TYC databases, and the correct matching of TYC youth and individuals entered onto the DPS system. An information exchange with DPS is done at least annually and historically there has been a time lag in some data entry. The reason for reincarceration is not always recorded. The measure does not

include reincarcerations occurring later than a year after release.

Data Source: Data sources are automated. Reincarceration sources are the Youth Movement Form and the Discharge Summary of TYC's Correctional Care System, and computer matching through an information exchange with the Department of Public Safety (DPS) Career Criminal History database.

Methodology: All of the methodology from one-year reincarceration rate applies. Additionally, reincarcerations into TYC secure programs are checked against recommitment and TYC due process hearing information to determine if the reason was a felony or misdemeanor. Reincarceration into a state prison is considered to be a felony.

Purpose: This measure indicates the extent to which TYC rehabilitation programs are effective in reducing reincarceration for felony or misdemeanor offenses within one year of release.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION Outcome Measure

Title: *One-Year Rearrest: Treated Capital or Serious Offenders for Violent Offenses*

Definition: The percentage of youth successfully completing capital and serious violent offender correctional treatment programs and subsequently released from secure programs to non-secure programs, parole or agency discharge who, within one (1) year, are known to be rearrested for a violent offense.

Data Limitations: 1. The measure is dependent upon the completeness of arrest information available on the DPS and TYC databases, and

the correct matching of TYC youth and individuals entered onto the DPS system.

2. Tape exchange with DPS is done annually and historically there has been a time lag in some data entry. 3. It is not always known whether an arrest listed in the sections above is or is not a felony. The measure does not include arrests occurring later than a year after release.

Data Source: Data sources are automated. Arrest sources are the Incident Report and the Discharge Summary of TYC's Correctional Care System, and computer matching through tape exchange with the Department of Public Safety (DPS) Career Criminal History database. Successful program completion is taken from the Supplemental Services Form. Placement information is taken from the Youth Movement Form, and discharge information is taken from the Discharge Report.

Methodology: All of the methodology from one-year rearrest rate for a violent offense applies, with the exception that the population is additionally restricted to youth successfully completing the capital and serious violent offender program prior to the release for which tracked.

Purpose: The measure indicates the extent to which TYC capital and serious violent offender correctional treatment is effective in reducing subsequent serious behavior by the most serious offenders committed to the agency.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION

Outcome Measure

Title: *One-Year Rearrest Rate: Treated Sex Offenders for Violent Sex Offenses*

Definition: The percentage of youth successfully completing sex offender correctional treatment

programs and subsequently released from secure programs to non-secure programs, parole or agency discharge who, within one (1) year, are known to be rearrested for a violent sex offense.

Data Limitations: 1. The measure is dependent upon the completeness of arrest information available on the DPS and TYC databases, and the correct matching of TYC youth and individuals entered onto the DPS system.

2. Tape exchange with DPS is done annually and historically there has been a time lag in some data entry. 3. It is not always known whether an arrest listed in the sections above is or is not a felony. The measure does not include arrests occurring later than a year after release.

Data Source: Data sources are automated. Arrest sources are the Incident Report and the Discharge Summary of TYC's Correctional Care System, and computer matching through tape exchange with the Department of Public Safety (DPS) Career Criminal History database. Successful program completion is taken from the Supplemental Services Form. Placement information is taken from the Youth Movement Form, and discharge information is taken from the Discharge Report.

Methodology: All of the methodology from one-year rearrest rate applies, with the following exceptions: 1) the population is additionally restricted to youth successfully completing the sex offender treatment program prior to the release for which tracked, and 2) a violent sex offense is defined as a felony for which an offender would need to register as a sex offender per Chapter 62 of the Texas Code of Criminal Procedure.

Purpose: The measure indicates the extent to which the sex offender treatment program is effective in reducing subsequent violent sex offenses.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION Outcome Measure

Title: *One-Year Rearrest Rate: Treated Chemically Dependent Youth*

Definition: The percentage of youth successfully completing chemical dependency correctional treatment programs and subsequently released from a secure program to a non-secure program, parole or agency discharge who, within one (1) year, are known to be rearrested.

Data Limitations: 1. The measure is dependent upon the completeness of arrest information available on the DPS and TYC databases, and the correct matching of TYC youth and individuals entered onto the DPS system.
2. Tape exchange with DPS is done annually and historically there has been a time lag in some data entry. 3. The measure does not include arrests occurring later than a year after release.

Data Source: Data sources are automated. Arrest sources are the Incident Report and the Discharge Summary of TYC's Correctional Care System, and computer matching through tape exchange with the Department of Public Safety (DPS) Career Criminal History database. Successful program completion is taken from the Supplemental Services Form and the Youth Movement Form, placement information is taken from the Youth Movement Form, and discharge information is taken from the Discharge Report.

Methodology: All of the methodology from one-year rearrest rate applies, with the exception that the population is additionally restricted to youth successfully completing the chemically dependent treatment program.

Purpose: The measure indicates the extent to which the chemical dependency treatment program is effective in reducing subsequent offenses.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION Outcome Measure

Title: *One-Year Rearrest Rate: Treated Emotionally Disturbed Youth*

Definition: The percentage of youth successfully completing emotional disturbance correctional treatment programs and subsequently released from a secure program to a non-secure program, parole or agency discharge who, within one (1) year, are known to be rearrested.

Data Limitations: 1. The measure is dependent upon the completeness of arrest information available on the DPS and TYC databases, and the correct matching of TYC youth and individuals entered onto the DPS system.
2. Tape exchange with DPS is done and historically there has been a time lag in some data entry. 3. The measure does not include arrests occurring later than a year after release.

Data Source: Data sources are automated. Arrest sources are the Incident Report and the Discharge Summary of TYC's Correctional Care System, and computer matching through tape exchange with the Department of Public Safety (DPS) Career Criminal History database. Successful program completion is taken from the Supplemental Services Form and the Youth Movement Form, placement information is taken from the Youth Movement Form, and discharge information is taken from the Discharge Report.

Methodology: All of the methodology from one-year rearrest rate applies, with the exception that the population is additionally restricted to youth successfully completing the emotionally disturbed treatment program.

Purpose: The measure indicates the extent to which the mental health treatment programs are effective in reducing subsequent offenses.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION Outcome Measure

Title: *Three-Year Rearrest Rate: Youth Receiving Specialized Treatment*

Definition: The percentage of youth successfully completing a specialized correctional treatment program and subsequently released from a secure program to a non-secure program, parole or agency discharge who, within three (3) years, are known to be rearrested.

Data Limitations: 1. The measure is dependent upon the completeness of arrest and information available on the DPS and TYC databases, and the correct matching of TYC youth and individuals entered onto the DPS system. 2. Tape exchange with DPS is done annually and historically there has been a time lag in some data entry. 3. The measure does not include arrests later than three (3) years after release.

Data Source: Data sources are automated. Arrest sources are the Incident Report and the Discharge Summary of TYC's Correctional Care System, and computer matching through tape exchange with the Department of Public Safety (DPS) Career Criminal History database. Successful program completion is taken from the Supplemental Services Form or the Youth Movement Form, placement information is taken from the Youth Movement Form, and discharge information is taken from the Discharge Report.

Methodology: The population measured is youth successfully completing a specialized treatment program listed in the specialized

treatment strategy prior to being released from a secure program to a non-secure correctional program, parole or agency discharge 38 months prior to any day in the reporting period (36 months for follow-up and 2 months for late data entry). These youth are checked for a three-year period from the date of release for arrests recorded in either the TYC or the DPS databases. The result is divided by the number of youth in the population measured, and expressed as a percentage. Reincarcerations into and convictions in the adult system where there is no arrest recorded are considered to have been arrested on the day of reincarceration or conviction, respectively. Sentenced offenders transferred directly to the Texas Department of Criminal Justice-Institutions Division without being released are excluded.

Purpose: The measure indicates the extent to which the specialized treatment programs are effective in reducing subsequent offenses.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION Output Measure

Title: *Average Daily Population: Correctional Treatment*

Definition: The average number of youth served daily in correctional treatment programs. A correctional treatment program is any program other than parole, assessment and orientation, or a program for which no funds are expended from the correctional treatment strategy.

Data Limitations: TYC accepts all youth legally committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control affect the number of youth committed to TYC, and hence the population size of its treatment programs.

Data Source: Correctional program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks.

Methodology: Data source is automated. Total reporting period youth days in correctional treatment programs is computed by excluding days absent due to off-campus statuses. Total youth days are then divided by the number of days in the reporting period to compute average daily population.

Purpose: This is a measure of utilization of TYC Correctional Treatment resources. It is an indicator of the correspondence between the number of youth actually served in correctional treatment and system capacity. A population that exceeds capacity may indicate overcrowding. A population below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION Output Measure

Title: *Average Daily Population: Specialized Correctional Treatment*

Definition: The average number of youth served daily in correctional specialized treatment programs listed in the specialized treatment strategy definition.

Data Limitations: The data reflects the average number of youth assigned to specialized correctional treatment programs each day, regardless of whether the program meets that day.

Data Source: Specialized correctional treatment program assignments and releases, as well as off-campus statuses (escapes, furloughs, and

placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks.

Methodology: Data source is automated. Total reporting period youth days in the specialized correctional treatment is computed by excluding days absent due to off-campus statuses. Total youth days are then divided by the number of days in the reporting period to compute average daily population.

Purpose: This is a measure of utilization of TYC specialized correctional treatment program resources. It is an indicator of the degree of correspondence between the number of youth in specialized correctional treatment programs and system capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION Output Measure

Title: *Average Daily Population: Capital & Serious Violent Offender Treatment*

Definition: The average number of youth served daily in correctional capital and serious violent offender treatment programs during the reporting period.

Data Limitations: The data reflects the average number of youth assigned to a correctional capital and serious violent offender treatment program each day, regardless of whether the program meets that day.

Data Source: Capital and serious violent offender treatment program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC

Correctional Care System by TYC data entry clerks.

Methodology: Data source is automated. Total reporting period youth days in capital and serious violent offender treatment programs is computed by excluding days absent due to off-campus statuses. Total youth days are then divided by the number of days in the reporting period to compute average daily population.

Purpose: This is a measure of utilization of TYC's capital and serious violent offender treatment program resources. It is an indicator of the degree of correspondence between the number of youth in serious violent offender treatment programs and system capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION

Output Measure

Title: *Average Daily Population: Sex Offender Treatment*

Definition: The average number of youth served daily in correctional sex offender treatment programs during the reporting period.

Data Limitations: The data reflects the average number of youth assigned to a correctional sex offender treatment program each day, regardless of whether the program meets that day.

Data Source: Sex offender treatment program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks.

Methodology: Data source is automated. Total reporting period youth days in sex offender treatment is computed by excluding days absent due to off-campus statuses. Total youth days are then divided by the number of days in the reporting period to compute average daily population.

Purpose: This is a measure of utilization of TYC sex offender treatment resources. It is an indicator of the correspondence between the number of youth in sex offender treatment programs and system capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION

Output Measure

Title: *Average Daily Population: Chemical Dependency Treatment*

Definition: The average number of youth served daily in correctional chemical dependency treatment programs during the reporting period.

Data Limitations: The data reflects the average number of youth assigned to a correctional chemical dependency treatment program each day, regardless of whether the program meets that day.

Data Source: Chemical dependency treatment program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks.

Methodology: Data source is automated. Total reporting period youth days in the specialized correctional treatment is computed by

excluding days absent due to off-campus statuses. Total youth days are then divided by the number of days in the reporting period to compute average daily population.

Purpose: This is a measure of utilization of TYC chemical dependency treatment program resources. It is an indicator of the correspondence between the number of youth in chemical dependency treatment programs and system capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION Output Measure

Title: *Average Daily Population: Emotional Disturbance Treatment*

Definition: The average number of youth served daily in correctional emotional disturbance treatment programs during the reporting period.

Data Limitations: The data reflects the average number of youth assigned to a correctional emotional disturbance treatment program each day, regardless of whether the program meets that day.

Data Source: Emotional disturbance treatment program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks.

Methodology: Data source is automated. Total reporting period youth days in emotional disturbance treatment is computed by excluding days absent due to off-campus statuses. Total youth days are then divided by

the number of days in the reporting period to compute average daily population.

Purpose: This is a measure of utilization of TYC emotional disturbance treatment program resources. It is an indicator of the correspondence between the number of youth in emotional disturbance treatment programs and system capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION Output Measure

Title: *Average Daily Population: Mental Retardation Treatment*

Definition: The average number of youth served daily in correctional mental retardation treatment programs during the reporting period.

Data Limitations: The data reflects the average number of youth assigned to a correctional mental retardation program each day, regardless of whether the program meets that day.

Data Source: Mental retardation treatment program assignments and releases, as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks.

Methodology: Data source is automated. Total reporting period youth days in mental retardation treatment is computed by excluding days absent due to off-campus statuses. Total youth days are then divided by the number of days in the reporting period to compute average daily population.

Purpose: This is a measure of utilization of TYC mental retardation treatment program resources. It is an indicator of the correspondence between the number of youth in mental retardation treatment programs and system capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION

Output Measure

Title: *Specialized Correctional Treatment Equity Ratio*

Definition: The percentage of non-Anglo youth with a high need for specialized correctional treatment who successfully complete a specialized correctional treatment program prior to release from secure programs to nonsecure programs, parole or discharge, divided by the percentage of Anglo youth with a high need for specialized correctional treatment who successfully complete a specialized correctional treatment program prior to release from secure programs to nonsecure programs, parole or agency discharge, multiplied by 100.

Data Limitations: Even within the category of high need, most of the specialized correctional treatment programs have priorities for placement of youth, such that youth with the very highest needs and most likely to benefit from treatment are placed first. This measure does not control for the priorities of highest need and treatment amenability within high need.

Data Source: During assessment and orientation, youth receive a battery of tests and psychosocial interviews to initially assess needs

for specialized correctional treatment. Additional youth may subsequently be identified by psychiatrists or psychologists based on additional information. Ethnicity, specialized treatment needs assessment results, program and treatment assignments, and reason for leaving treatment programs are entered into TYC Correctional Care system by data entry clerks or treatment personnel depending on the program.

Methodology: All data sources are automated. The measure is calculated based on youth with assessed high need for one of the specialized correctional treatments listed in the specialized correctional treatment strategy definition who are released to parole or agency discharge during the reporting period. The number of non-Anglo youth who have completed a specialized treatment program is divided by the number of released non-Anglo youth with high need. A corresponding calculation is made for Anglo youth. The ratio for non-Anglo youth is then divided by the ratio for Anglo youth and the result multiplied by 100.

Purpose: TYC does not currently have resources to provide specialized correctional treatment for all youth assessed at high need of such services. This measure compares access to specialized correctional treatment services between non-Anglo and Anglo youth in high need. The measure is intended to promote equal access to services and ensure that ethnic considerations have no role in treatment placements.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION

Output Measure

Title: *Positive Discharge Rate*

Definition: The percentage of eligible youth discharged from the agency during the

reporting period who are discharged for successfully completing their individual case plans.

Data Limitations: Occasionally an incorrect reason is entered into the computer system.

Data Source: The reason for discharge as indicated on the Discharge Report.

Methodology: The number of youth successfully discharged as indicated on the Discharge Report during the reporting period are divided by all youth discharged from the agency during the reporting period who are eligible by their classification to be discharged positively prior to reaching age 21, and are not discharged prior to that age by the juvenile court for an unrelated reason. The result is expressed as a percentage (multiplied by 100).

Purpose: Youth are discharged from agency control for positive, negative and neutral reasons. This measure provides an indication of the percentage of youth whom the agency is able to treat to the point that they are discharged due to successful completion of the treatment program.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION Output Measure

Title: *Average Daily Population: Parole*

Definition: Total youth days in parole programs during the reporting period, including youth assigned to parole who are in detention or jail, less days absent due to absconding, divided by the number of days in the reporting period.

Data Limitations: TYC accepts all youth legally committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control affect the number

of youth committed to TYC, and hence the number of youth in programs, including parole.

Data Source: TYC data entry clerks or parole officers enter assignments and discharges, as well as other parole statuses (absconds, and placements into local detention or jail) into the TYC Correctional Care System. The average daily population of youth in parole programs is summarized from this automated data system.

Methodology: Data sources are automated. Parole includes all youth living at home and not assigned to a high, medium or minimum restriction program, whether or not on independent living, and whether or not committed from a Texas juvenile court or referred through Interstate Compact. Youth referred via Interstate Compact from Texas to other states are not included. Total parole youth days is computed by counting all days youth were in an a parole status, excluding those days when youth were on abscond status. Total parole youth days are divided by the number of days in the reporting period to compute average daily parole population.

Purpose: This is a measure of utilization of TYC parole program resources. It is an indicator of the correspondence between the number of youth in parole and system capacity. A population that significantly exceeds capacity may indicate overcrowding. A population significantly below capacity may indicate resource underutilization.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION Output Measure

Title: *Average Daily Population: Contract Parole*

Definition: Average number of youth in parole programs operated by entities other than by TYC-employed parole officers during the reporting period.

Data Limitations: TYC accepts all youth legally committed by Texas courts, which ultimately affects the number of youth in contract parole.

Data Source: Placement of youth onto parole from residential programs is entered into TYC's Correctional Care System by data clerks in the parole office.

Methodology: Data sources are automated. Contract parole includes all youth paroled to a county with which TYC contracts for parole services, and living at home and not assigned to a high, medium or minimum restriction program, whether or not on independent living, and whether or not committed from a Texas juvenile court or referred through Interstate Compact. Youth referred via Interstate Compact from Texas to other states are not included. Total contract parole youth days is computed by counting all days youth were on contract parole, excluding those days when youth were on abscond status. Total contract parole youth days are divided by the number of days in the reporting period to compute average daily parole population.

Purpose: This is a measure of utilization of TYC contract parole resources. It is an indication of the correspondence between the number of youth in contract parole and system capacity.

Calculation Type: Non-cumulative.

New Measure: Yes.

Desired Performance: Higher than target

GOAL C: REHABILITATION Output Measure

Title: *Youth Served through Interstate Compact*

Definition: The number of youth served during the reporting period through the interstate compact agreement, including interstate runaways returned, juvenile probationers and parolees from other states who are supervised by TYC parole officers, surveillance of youth in

transit, and TYC parolees being supervised out-of-state.

Data Limitations: The number does not differentiate between youth receiving extensive vs. youth receiving minimal services. The cumulative number does not divide evenly between quarters, because the first quarter contains all youth carried over from the previous year.

Data Source: Parole officers maintain information on youth supervised through interstate compact on the Correctional Care system. Information on TYC parolees who are supervised out-of-state is maintained on the same database. TYC personnel who return interstate runaways or perform surveillance for youth in transit report results to the TYC Office of Texas Interstate Compact on Juveniles. The latter information is manually summarized as needed.

Methodology: Number of youth served on interstate is counted by adding together youth from the three data sources for the reporting period.

Purpose: This measure counts youth served through the Interstate Compact agreement. It is an indicator of TYC Interstate Compact workload.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Higher than target.

GOAL C: REHABILITATION Efficiency Measure

Title: *Correctional Treatment Cost Per Youth Day*

Definition: The average cost per youth day for all youth days in correctional treatment as defined in the measure Average Daily Population: Correctional Treatment.

Data Limitations: The Texas Youth Commission accepts all youth committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control may affect the timing and number of youth committed to TYC, consequent efficiencies of scale, and correctional treatment costs per youth per day. This measure only includes the costs expended in the strategy. Expenditures may increase because of additional appropriations.

Data Source: Program assignments and releases as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks. The average daily population of youth in correctional treatment is summarized from this automated data system. Local expenditures for correctional treatment are classified and entered on the TYC financial accounting system. Cost data for the reporting period is retrieved from this system.

Methodology: Correctional treatment cost per youth are computed as the total dollars expended for the Correctional Treatment Strategy during the reporting period, divided by Average Daily Population in Correctional Programs, and then divided by the number of days in the reporting period.

Purpose: This measure provides the average per-day cost of providing correctional treatment for TYC-committed youth.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION

Efficiency Measure

Title: *Specialized Correctional Treatment Cost Per Youth Day*

Definition: The average cost per youth day for all youth days in specialized correctional

treatment as defined in the measure Average Daily Population: Specialized Correctional Treatment.

Data Limitations: The Texas Youth Commission accepts all youth committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control may affect the number of youth committed to TYC, consequent efficiencies of scale, and specialized correctional treatment costs per youth per day. This measure only includes the costs expended in the strategy. Expenditures may increase because of additional appropriations.

Data Source: Program assignments and releases as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks. The average daily population of youth in specialized correctional treatment is summarized from this automated data system. Local expenditures for specialized correctional treatment are classified and entered on the TYC financial accounting system. Cost data for the reporting period is retrieved from this system.

Methodology: Specialized correctional treatment cost per youth are computed by dividing total dollars expended for the Specialized Correctional Treatment Strategy during the reporting period by Average Daily Population in Specialized Correctional Programs, and then dividing by the number of days in the reporting period.

Purpose: This measure provides the average per-day cost of providing specialized correctional treatment for TYC-committed youth.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION

Efficiency Measure

Title: *Parole Cost Per Youth Day*

Definition: Parole cost per youth served per day.

Data Limitations: The Texas Youth Commission accepts all youth committed by Texas courts. Societal, law enforcement, and juvenile justice factors beyond the agency's control may affect the timing and number of youth committed to TYC, consequent efficiencies of scale, and parole costs per youth per day. This measure only includes the costs expended in the strategy. Expenditures may increase because of additional appropriations.

Data Source: Institutional assignments and releases as well as off-campus statuses (escapes, furloughs, and placements into local detention or jail) are entered into the TYC Correctional Care System by TYC data entry clerks. The average daily population of youth in parole is summarized from this automated data system. Local expenditures for parole are classified and entered on the TYC financial accounting system. Cost data for the reporting period is retrieved from this system.

Methodology: Parole cost per youth are computed by dividing total dollars expended for the Parole Strategy during the reporting period by Average Daily Population in Parole, and then dividing by the number of days in the reporting period.

Purpose: This measure provides the average per-day cost of providing parole for TYC youth. The measure facilitates period-to-period cost comparison.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Lower than target.

GOAL C: REHABILITATION
Explanatory Measure

Title: *Percentage of Commitments Known to Be Gang Members*

Definition: The percentage of new commitments received during the reporting period who are known to be gang members.

Data Limitations: Although information regarding gang affiliation is collected from multiple sources, including self-report, some gang members may be unwilling to disclose membership, and some non-gang members may claim to be members when they are not.

Data Source: Determination of gang membership status is based upon information provided by the Juvenile Court at the time of commitment and from staff interviews with the youths. The presence or absence of gang affiliation is coded and entered into the TYC Correctional Care System by data entry clerks.

Methodology: This measure is a percentage computed by dividing the number of new commitments with known gang affiliations by the total number of new commitments for the reporting period.

Purpose: Gang affiliation is associated with many problematic behaviors in the community and in correctional facilities. It is also one of many factors that can complicate the rehabilitation challenge. This measure summarizes known gang affiliations among TYC youth.

Calculation Type: Non-cumulative.

New Measure: No.

Desired Performance: Not applicable to explanatory measures.

GOAL C: REHABILITATION
Explanatory Measure

Title: *Release from Residential Programs to Parole*

Definition: The number of youth released from TYC residential programs to parole.

Data Limitations: TYC accepts all youth legally committed by Texas courts, which ultimately affects the number of youth released to parole. TYC releases are determined by the completion of minimum lengths-of-stay and progress in the competency based rehabilitation program.

Data Source: Placement of youth onto parole from residential programs is entered into TYC's Correctional Care System by data clerks in the field.

Methodology: Data sources are automated. Parole releases include all youth placed onto parole from a residential program, and living at home and not assigned to a high, medium or minimum restriction program, whether or not on independent living. Youth referred to another state through Interstate Compact either to or from Texas are not included.

Purpose: This measure shows the number of youths leaving residential placement and entering into the parole system. This measure is one indicator of the movement of youth within the juvenile justice system.

Calculation Type: Cumulative.

New Measure: Yes

Desired Performance: Not applicable to explanatory measures.

GOAL C: REHABILITATION Explanatory Measure

Title: *Parole Discharges*

Definition: The number of youth discharged from the agency from parole services.

Data Limitations: TYC accepts all youth legally committed by Texas courts, which ultimately affects the number of youth discharged from parole. TYC releases are determined by the completion of minimum parole lengths-of-stay

and progress in the competency based rehabilitation program.

Data Source: Discharges of youth from parole is entered into TYC's Correctional Care System by parole or data quality assurance staff.

Methodology: Data sources are automated. Parole discharges include all youth assigned to parole who are discharged from the agency for whatever reason, and are not recommitted to the agency the same day. Youth referred to another state through Interstate Compact either to or from Texas are not included.

Purpose: This measure shows the number of youths discharged from TYC parole for any reason other than return to TYC. This measure is one indicator of the movement of youth within the juvenile system.

Calculation Type: Cumulative.

New Measure: Yes

Desired Performance: Not applicable to explanatory measures.

APPENDIX E:

FISCAL YEAR 2005-2006 WORKFORCE PLAN

Agency Overview

The Texas Youth Commission (TYC) is the state's juvenile corrections agency. The main functions of TYC are to protect the public, habilitate committed youths to become productive citizens and provide rehabilitative treatment. The protection component includes providing corrections programs necessary to protect the public from delinquent and criminal behavior and to hold youths accountable for their actions. The productive citizen component consists of providing educational and workforce development opportunities. The rehabilitative component provides correctional treatment through competency-based Resocialization training with individual and group therapy, specialized-needs programs such as substance abuse treatment, psychological treatment, and specific offense-related treatment programs such as sex offender or capital and serious violent offender treatment; and aftercare services. Youths under the agency's jurisdiction in residential programs are provided care for their basic needs, such as food, clothing, shelter, safety, medical care, legal rights, proper parenting and spiritual needs.

The mission of TYC as a juvenile corrections agency has its basis in the Texas Family Code, Title 3, and the Texas Human Resources Code, Chapter 61. In 1943, the Legislature passed the Juvenile Court Act intended to take delinquent children out of criminal courts and prisons. Those purposes were carried forward into the laws governing juvenile courts proceedings. These laws, by their language and spirit, require the Commission to attempt to provide the skills, education and training necessary to give delinquent youths the means to become responsible members of the community. At the same time, the laws require the Commission to confine youths as needed to protect the public and to instill in them a sense of self-discipline and accountability for misconduct. The largest

percentages of employees are found in the juvenile corrections divisions. They are the agency's front line staff and are responsible for daily supervision of the youths in the institutions and halfway houses

TYC more than doubled in size between the years of 1994 and 2000. During this period of rapid growth, TYC went from 2,000 employees to 5,088. However, due to recent budget shortfalls, TYC had to reduce its staff to 4,800 in FY 2004.

There is no anticipated growth in the agency's full-time employees over the next five years.

AGENCY MISSION

The mission of the Texas Youth Commission is:

- **Protection**

To protect the public from the delinquent and criminal acts of TYC youth while they are in residential care and provide for the health needs of the youth; (Family Code, Section 51.01 (1), (2), and (4) and Human Resources Code, Section 61.101 (c));

- **Productivity**

To enable TYC youth to develop the skills and abilities necessary through habilitation to become productive and responsible citizens; (Human Resource Code, Section 61.034(b) and 61.076 (a) (1)); and

- **Rehabilitation**

To reduce the delinquent and criminal behavior of youth committed to TYC, and of youth currently residing in Texas and adjudicated delinquent by other states; (Human Resources Code, Section 61.002, 61.047, 61.071, and 61.072); and 61.076 (a) (1) (2) and 61.0761).

STRATEGIC GOALS AND OBJECTIVES

The Texas Youth Commission has four main goals:

Goal A: Protect the Public

To protect the public and provide for food, shelter, and healthcare needs of TYC youth while they are in residential correctional programs.

Strategy:

- Assessment and Orientation – Provide a system of assessment and orientation which is culturally competent and accurately determines the relative security risk and treatment needs of committed youth, so they are placed in appropriate programs.
- Institutional Services -Provide TYC-operated correctional programs under conditions that promote the interests and safety of the public, youth and staff and youths' positive development.
- Contracted Capacity – Provide additional secure and non-secure residential capacity through contracts with private service providers that promote the interests and safety of the public and youth and youths' positive development.
- Halfway House Services – Provide TYC-operated non-secure correctional programs under conditions that promote the youth's positive development and the interest and safety of the public and youth
- Health Care Services – Provide a system of health care to address youths' medical, and dental needs while in residential care.
- Psychiatric Services – Provide a system of psychiatric services to address youth's mental health needs while in residential care.
- Construct and Renovate – Construct and renovate TYC facilities in order to provide sufficient capacity and proper conditions

Goal B: Enable Productivity

To enable TYC youth to develop the skills and abilities necessary to become productive and responsible citizens.

Objective B.1: Constructive Activity

To increase to 60 percent by the end of FY 2009 the percentage of youth who have been on parole for at least 30 days, who are employed at least part-time, attending school, college, GED preparation, vocational or technical training.

Strategy:

- Education and Workforce Programs – Provide or facilitate 12-month academic, GED, and workforce preparation programs

Goal C: Provide Rehabilitation

To reduce the delinquent and criminal behavior of youth committed to TYC, and of youth currently residing in Texas and adjudicated delinquent by other states.

Objective C.1: Decrease Recidivism

To reduce the one-year re-arrest rate to 40 percent by the end of FY 2009.

Strategy:

- Correctional Treatment – Provide, through a competency-based Resocialization system, correctional treatment programs appropriate to youth of all cultures.
- Specialized Correctional Treatment – Provide a system of culturally competent specialized correctional treatment programs for youth with the specialized needs of capital or serious violent offense history, sex offense history, chemical abuse dependence, mental health problems, or mental retardation.
- Parole Services – Provide a system of parole services to youth who are placed at home and remaining under TYC jurisdiction.

- Interstate Compact – Implement the interstate cooperative agreement regarding the return and supervision of runaways and the supervision of juvenile probationers and parolees.

Organizational Structure

The Governor, with the consent of the Senate, appoints seven board members for staggered six-year terms who govern TYC. From these members, the Governor designates the Texas Youth Commission's board chair who serves in that capacity at the pleasure of the Governor.

An Executive Director located at a central administrative office heads the Texas Youth Commission administration. A Deputy Executive Director has direct line authority over all agency operations. The Assistant Deputy Executive Director for Juvenile Corrections supervises all residential and community programs. The Assistant Deputy Executive Director for Rehabilitative Services facilitates implementation, coordination, treatment and accountability, and provides clinical oversight for correctional treatment, education, and health services. The Assistant Deputy Executive Director for Financial Support manages the budget, finance, purchasing & support services, maintenance and operations, and research functions of the agency. The Assistant Deputy Executive Director for Human Resources manages the human resource, risk management, and staff development functions of the agency. The Assistant Deputy Executive Director for Information Services supervises the information to resource technology infrastructure and programming for the agency. The Internal Auditor reports directly to the TYC Board and administratively to the Executive Director.

Organizational Services and Facilities

TYC services are available throughout the state, including: an orientation and assessment unit at Marlin, where staff assess and evaluate youths for treatment and determine placement; a correctional academy at Vernon; a female offender unit at Brownwood; a boot camp at Sheffield; a residential treatment center for

emotionally disturbed youths at Corsicana, and 10 other secure facilities throughout the state. TYC also has nine community-based facilities, and a statewide system of contract care, independent living and parole services.

ANTICIPATED CHANGES IN STRATEGIES AND AGENCY STRUCTURE

There are no anticipated changes in TYC strategies or structure that will affect the workforce.

Current Workforce Profile
(Supply Analysis)

CRITICAL WORKFORCE SKILLS

The Texas Youth Commission experienced a period of rapid growth between 1994 and 2000, which had a dramatic effect on the agency's culture, structure, and operations. During the expansion period, TYC learned the importance of workforce skills necessary to meet the agency's goals and objectives. During TYC's expansion period, the agency found that, in addition to filling front-line Juvenile Correctional Officer (JCO) positions, treatment and management positions were equally vital and difficult to fill. Despite recent layoffs, challenges remain. Positions which are vital to the agency's ability to operate and carry out its mission require the following critical skills:

- Management skills
- Treatment skills
- Specialized treatment skills (LCDC - Licensed Chemical Dependency Counselor, RSOTP - Registered Sex Offender Treatment Provider)
- Direct-Care/Supervision Skills
- Teaching skills (special education, math, reading, ESL)

WORKFORCE DEMOGRAPHICS

Figure 20 profiles the agency's current workforce as it applies to gender, age and tenure and includes both full-time and part-time employees.

- The TYC workforce is comprised of 52.3 percent males and 47.7 percent females.
- Fifty-nine percent of the workforce are between the ages of 30-49, where there

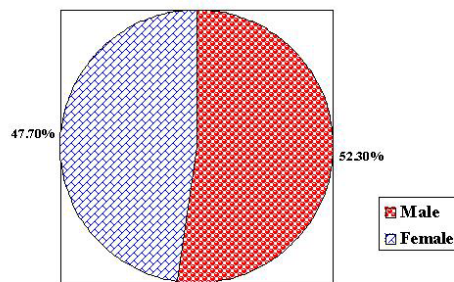
is a fairly even distribution of employees in the age ranges from 30-39 and 40-49. Only 15.6 percent of TYC's workforce is under 30.

- Thirty-two percent have been with the agency 5-9 years, while 24 percent have ten or more years of tenure with TYC.

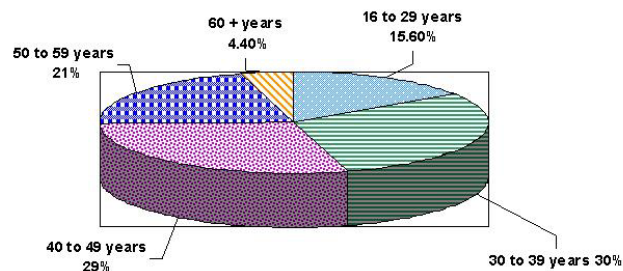
- The remaining employees, 44 percent, have less than five years of service with TYC. Because of this age and tenure distribution and impending retirements, training, management development, and succession planning will continue to be the major strategies in the TYC Workforce Plan.

FIGURE 20: TYC WORKFORCE BREAKDOWN

Breakdown by Gender



Breakdown by Age



Breakdown by Tenure

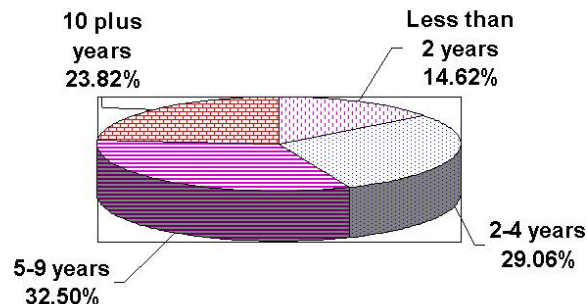


Figure 21 expresses the overall agency utilization of minorities and females compared to the available civilian workforce within the state. TYC employment of African-American, Hispanic American, and females is higher than their overall statistical availability.

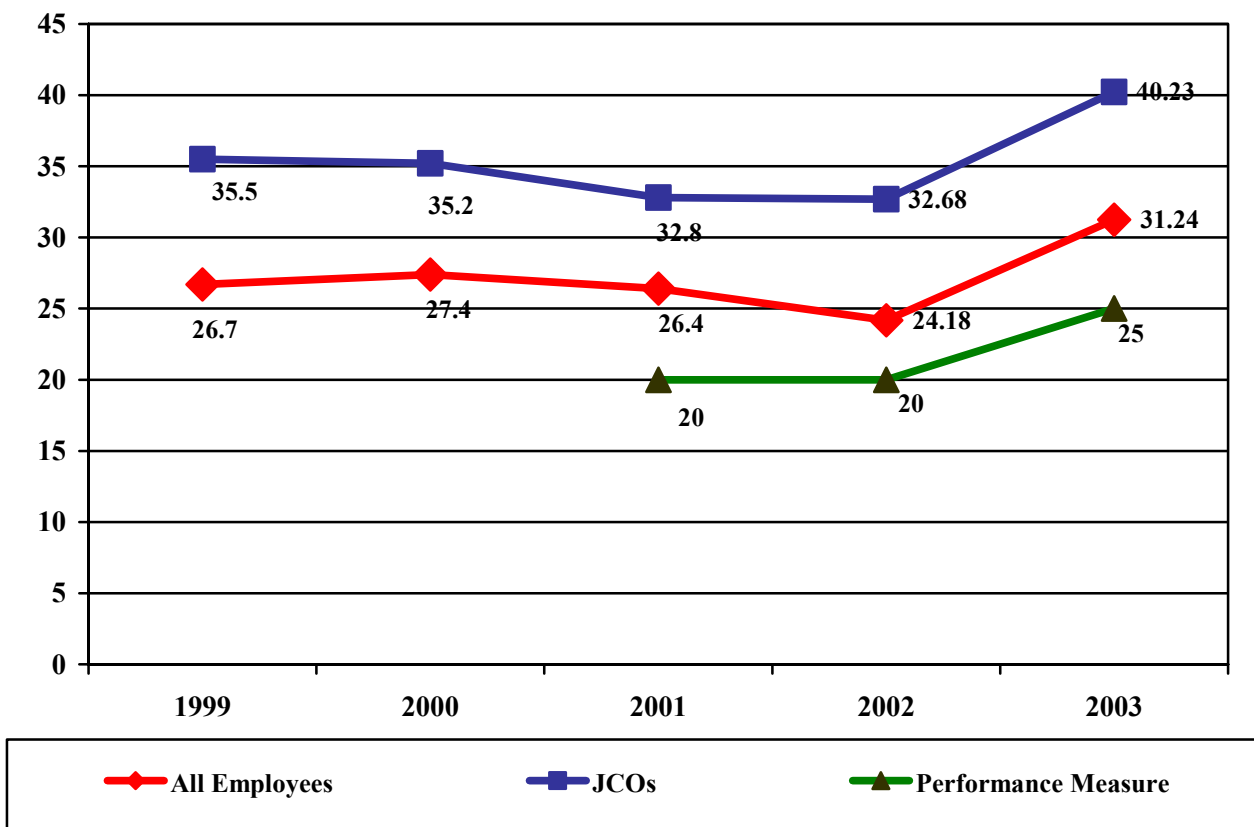
EMPLOYEE TURNOVER

TYC continues to experience high turnover despite the state of the economy (Figure 22). Initially, TYC was affected by dramatic growth from 1994–2000. In 1999, the turnover rate began to decrease slightly. However, the agency is now experiencing an increase in turnover, ending FY 2003 with a turnover rate of 31.24 percent for all employees and 40.23 percent for Juvenile Correctional Officers. A large portion of the high turnover can be attributed to recent layoffs and the closure of the Hamilton State School in Bryan, Texas, in June of 2003. In fact, turnover is projected to show a steady decrease over the next five years (Figure 23).

Meanwhile, TYC is finding it increasingly difficult to retain well-qualified direct supervision staff, which has a direct effect on our day-to-day operations. Consequently, additional programs and initiatives are being developed and implemented to improve the training and working conditions for JCO staff. TYC, like all state agencies, was faced with layoffs in FY 2003 and FY 2004. With the exception of Hamilton State School facility, most of those laid off were administrative employees. Fortunately, most of these staff members found new jobs with the agency through an expansion of our McLennan County facility and through existing vacancies. Human Resources staff were reduced by 21.5. TYC has enough HR staff to carry out the day-to-day

FIGURE 21: TYC JOB CATEGORY STATISTICS
As of October 2003

Job Category	African-American		Hispanic-American		Females	
	TYC % Employed	State % Available	TYC% Employed	State % Available	TYC % Employed	State % Available
Officials, Administration	16.9%	7.3%	7.0%	11.6%	38.0%	31.63%
Professional	22.8%	9.3%	14.3%	10.9%	52.4%	46.9%
Technical	0.0%	13.7%	0.0%	18.9%	0.0%	39.4%
Para-Professional	33.7%	17.9%	22.7%	31.4%	70.6%	55.8%
Administrative Support	12.4%	19.6%	18.7%	25.6%	92.3%	79.9%
Skilled Craft	0.0%	10.4%	14.3%	29.5%	0.0%	10.2%
Service & Maintenance	22.9%	18.4%	23.3%	44.2%	48.6%	24.9%
Protective Services	49.0%	17.8%	18.8%	22.0%	38.1%	21.0%

FIGURE 22: TYC Employee Turnover Trends
1999-2003

functions of Human Resources as long as there are no vacancies or staff on extended medical leave. However, the limited resources have caused the agency to delay or cancel the development and implementation of new job retention and training initiatives.

LENGTH OF SERVICE

The highest turnover at TYC occurs in Juvenile Correctional Officer (JCO) staff within the first six months of employment, Figure 24 and 25. More than half do not reach the two-year tenure. JCO turnover makes up the majority of the 72.80 percent in staff, with less than two years of tenure. This unusually high turnover rate is attributable to the challenging nature of the Juvenile Correctional Officer work. Long hours, constant supervision of and interaction with delinquent youths are demanding and stressful work. Consequently, many new

employees discover within their initial six months of employment that they are not suited for this type of work. Additionally, some of the more tenured staff tends to burn out due to the long hours, high-demand work, and inadequate staffing. Employee exit surveys show that most employees are leaving TYC due to working conditions, and not because of pay.

The JCO turnover rate, 24.20 percent, decreases somewhat, once the two-year tenure is reached. However, TYC will continue to see an increase in turnover as the more tenured staff reach the top of the JCO pay range (they are ineligible for merit increase) or are eligible to retire.

FIGURE 23: TYC PROJECTED TURNOVER

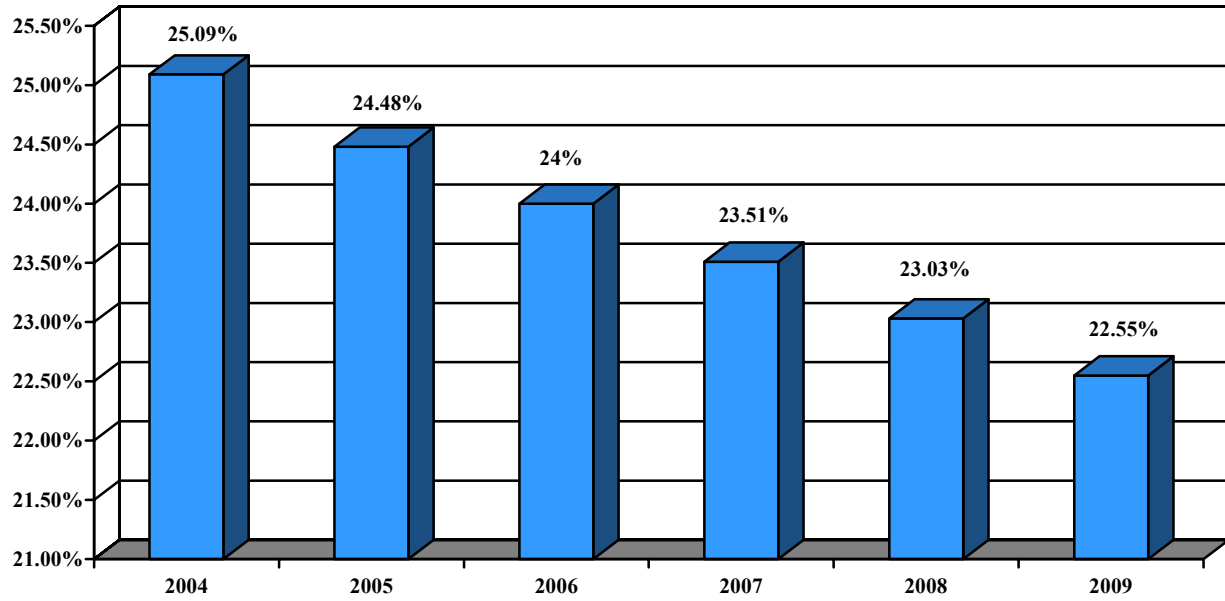


FIGURE 24: TYC LENGTH OF SERVICE STATISTICS

	TYC Turnover	State Turnover	% of TYC Employees	% of State Employees
Less than two years	72.80 %	41.27%	24.83 %	17.81 %
2-5 Years	21.97 %	14.45 %	32.87 %	25.09 %
5-10 Years	13.60 %	10.96 %	29.95%	25.99 %
10-15 Years	15.67 %	11.60 %	6.48 %	14.97 %
15 –20 Years	10.75%	9.78 %	3.15 %	8.48 %
20+ Years	20.93 %	29.55 %	2.91 %	7.64 %

FIGURE 25: JCO TURNOVER BY TENURE

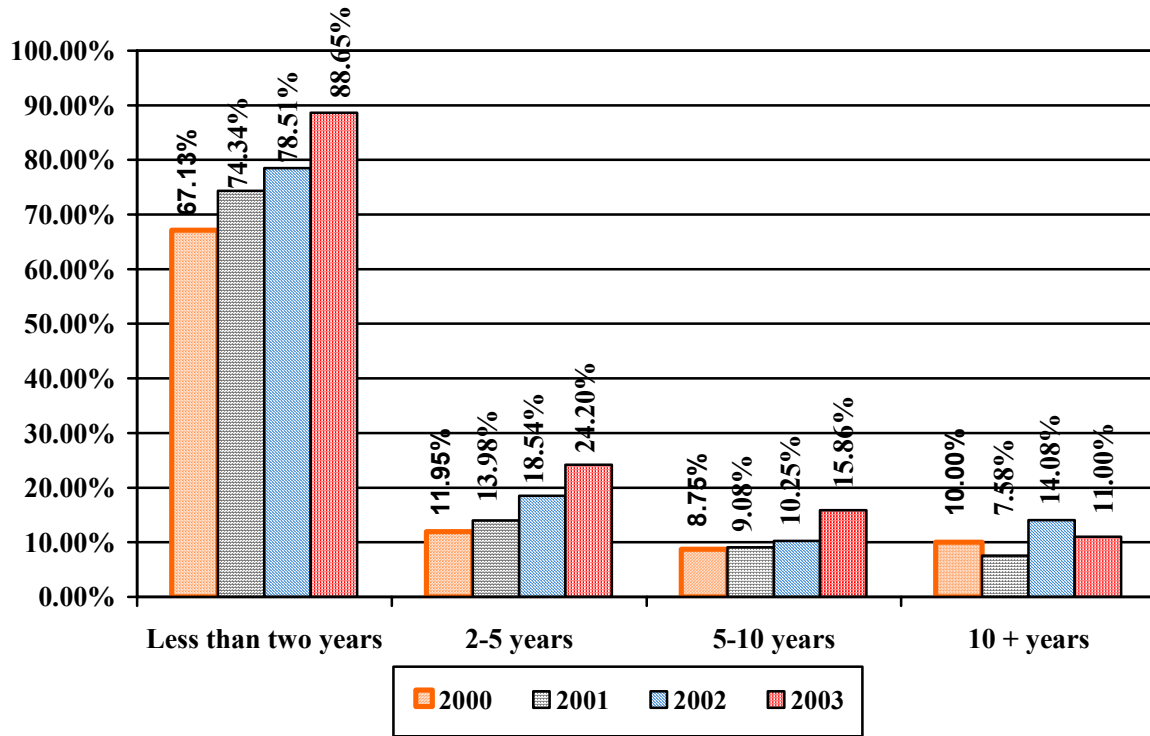


FIGURE 26: TYC AGE STATISTICS

		TYC Turnover	State Turnover	% of TYC Employees	% of State Employees
Under 30 Years		59.23%	32.85 %	17.6 %	14.44 %
30-39	Years	31.72 %	15.28 %	31.16 %	26.64 %
40-49	Years	22.97 %	9.79 %	28.69 %	31.01 %
50-59	Years	17.77 %	19.21 %	18.80 %	23.27 %
60 +	Years	15.38 %	49.45 %	.29 %	4.86 %

AGE

The turnover rate for employees under the age of 30 is 59.23 percent, the highest turnover rate of all age groups in TYC (Figure 26).

The age group with the second highest rate of turnover is the 30-39 year age group, which has shifted from last publication of the Workforce Plan at 31.72 percent. Overall, the turnover rate for employees under 40 is 40 percent, which comprises 49 percent of the total TYC workforce. TYC will focus its efforts on developing and retaining this particular age group.

RETIREMENT ELIGIBILITY

Over the next five years, 11 percent of our workforce will be eligible to retire. The majority of those eligible to retire are in TYC's leadership positions and seasoned JCO staff, resulting in a critical loss of institutional knowledge and expertise. In anticipation of this occurrence, management development and succession planning will remain as the major elements of the TYC workforce plan.

Future Workforce Profile

As previously stated, the Texas Youth Commission experienced a period of rapid expansion from 1994 to 2000, when TYC more than doubled its workforce. This expansion presented a unique challenge in attracting and retaining professionals such as psychologists, caseworkers, and teachers.

The rapid expansion also put a strain on the existing pool of qualified and seasoned managers. In addition, several of the agency's managers will be eligible for retirement in the next five years.

TYC is also challenged to recruit and retain well-qualified Juvenile Correctional Officers. The agency recognizes how critical they are. Consequently, hiring highly qualified staff ensuring the safety of youths, staff, and the public are imperative in the operation of the agency.

TYC has developed a succession plan to develop the managers for the future.

CRITICAL FUNCTIONS

The main functions of TYC are to protect the public, habilitate committed youths to become productive citizens, and provide rehabilitation and treatment. The agency's most critical function is the delivery of the comprehensive, rehabilitation program called Resocialization. The four cornerstones of Resocialization are correctional therapy, education, work, and discipline training. Delivery of these components requires well-trained Juvenile Correctional Officers, caseworkers and psychologists, certified and experienced teachers, and experienced managers.

FUTURE WORK SKILLS NEEDED

TYC does not anticipate the need for any additional workforce skills. However, the agency does need to address shortages in the following essential workforce skills:

- Management skills
- Treatment skills
- Specialized treatment skills (LCDC, RSOTP)
- Direct care/supervision skills
- Teaching skills (special education, math, reading, ESL)

Strategy Development

Goal: Develop a well-trained workforce.

Rationale: The Texas Youth Commission understands the importance of well-trained, competent managers and Juvenile Correctional Officers. TYC has developed a Succession Planning model, which will identify, develop, and provide mentoring for current and future managers filling key positions.

Action Steps:

- Succession Plan implementation;
- Utilize the newly established database of employee skills, certification, and education for succession planning;

- Implement an accelerated Executive Management Training Program;
- Implement an agency-wide entry-level management supervisory development program;
- Develop new programs and initiatives to improve the working conditions of the front-line staff (JCO); and
- Implement employee training programs that are job-related and meaningful.

THE TEXAS YOUTH COMMISSION HAS DIFFICULTY IN ATTRACTING AND RETAINING QUALIFIED LICENSED OR CERTIFIED TREATMENT PROFESSIONALS.

Goal: Develop pay and certification incentives to recruit and retain licensed and/or certified treatment professionals.

Rationale: The Texas Youth Commission must be creative in its approach to the recruitment and the retention of qualified licensed or certified treatment professionals, particularly in remote TYC facilities. TYC will focus its efforts on maintaining or developing and implementing specialized recruitment efforts and rewarding employees for licenses/certification.

Action Steps:

- Continue an aggressive recruitment program for specialized treatment positions;
- Adjust the existing career ladder for caseworkers, which will monetarily reward employees with specialized licenses (LCDC, RSOTP, ACP,) and degrees;
- Continue to administer Continuing Education Unit (CEU) Programs to provide agency staff with continuing education credit toward clinical licenses for appropriate training experiences; and
- Enhance the existing Educational Assistance Program to provide an avenue for teachers and caseworkers to obtain certification/licenses in areas critical to TYC's mission.

Appendix F: Survey of Organizational Excellence

The Texas Youth Commission has participated in the Survey of Organizational Excellence (SOE) since its inception. The agency regards this survey as a valuable guide that supports ongoing management efforts to improve work environments, employee moral, and overall agency performance.

The 2003 SOE results support the following conclusions:

- Of employees responding to the 2003 survey, 87 percent endorsed that they plan to be working for TYC two years in the future, the same percentage as in 2001. According to the Survey of Organizational Excellence Data Summary Report, this figure is higher than average for participating agencies.
- Construct scores in excess of 300 indicate that employees perceive an issue in a more positive than negative light. As in 2001 survey, 16 of 20 constructs scored in excess of 300. This suggests general stability in workplace-related perceptions of TYC employees over the past 2 years.
- The appearance of stability is reinforced in that 17 of 20 construct scores reported in 2003 deviated (e.g. increased or decreased) by less than 2 percent from the comparable score recorded in 2001.
- Three constructs showed a notable absolute decline between 2001 and 2003 including employee perceptions of "Benefits," "Physical Environment," and "Fair Pay." Satisfaction with the "Benefits" construct showed the greatest decrease, with the score declining by 6 percent.
- Three constructs, "Supervisor Effectiveness", "Team Effectiveness", and "Internal Communications", scored slightly below 300 indicating that, on balance, employees view these constructs in somewhat more negative than positive light. These issues are thematically related and suggest a need for identifying, as a step toward remedying, the causative factors that underlie this reporting pattern.
- One construct – "Fair Pay" – scored significantly below 300 indicating that employees view this construct in a significantly more negative than positive fashion.

The agency's Human Resources Division will work to improve areas of dissatisfaction through the Human Resource Management Plan. This plan is developed in accordance with Article V of S.B.1 of the 77th Legislature, 1999, and is approved by TYC Executive leadership. The Division will try to enhance working conditions and employee satisfaction by seeking employee input through focus groups and assessments, advocating for employees with the Legislature, and presenting training aimed at improving supervisory and team effectiveness, and internal communications.

TYC is dedicated to self-evaluation and will continue to work on all areas identified as core constructs within the survey's results. The agency concurs with the Governor that this survey "will help each state agency, the Executive and Legislative offices of the State to identify areas of strengths and weakness and set goals for the continuous improvement of services to our citizens."

Appendix G:

Workforce Development System Strategic Plan

Fiscal Years 2005-2009 Workforce Development Programs

Workforce Development is a holistic and integrated approach in preparing youths to successfully enter the workforce and maintain employment. For the Texas Youth Commission, it is a comprehensive strategy that includes the Resocialization program, education, workforce development programs, and linkages with community based organizations (CBOs) for additional training, transitional aftercare services, and employment assistance.

TYC's workforce development programs offer students opportunities in vocational and skills development through our Career & Technology Education (CATE) program, employment preparation and career exploration through our Project RIO-Y program, and employment experience through Campus Work Programs and the Prison Industry Enhancement Program (PIE).

The Career and Technology division of the Texas Education Association (TEA) is dedicated to preparing young people to manage the dual roles of family member and wage earner, and to enable them to gain entry-level employment in a high-skill, high-wage job and/or to continue their education.

The CATE courses focus on providing youths with an introduction to career planning and an opportunity to learn entry-level to advanced skills in a particular occupation and how to successfully gain and maintain employment. The objective is to develop CATE programs that provide instruction and training in areas that are considered demand occupations. The Texas Education Agency (TEA) mandates that the Texas Essential Knowledge & Skills (TEKS) developed for CATE courses are used for instruction; therefore, all TYC schools are monitored for compliance. The use of TEKS in CATE curriculum development allows for course

credit regarding elective classes to aide students in achieving a diploma.

Annual funding that provides vocational training programs comes from the Perkins Act of 1998, which defines vocational-technical education as organized educational programs offering sequences of courses directly related to preparing individuals for paid or unpaid employment in current or emerging occupations requiring other than a baccalaureate or advanced degree. Programs include competency-based applied learning, which contributes to an individual's academic knowledge, higher-order reasoning, problem-solving skills, and the occupational-specific skills necessary for economic independence as a productive and contributing member of society. Under the Perkins Act, federal funds are made available to provide vocational-technical education programs and services to youths and adults. The vast majority of funds appropriated under the Perkins Act are awarded as grants to state education agencies. These State Basic Grants are allotted according to a formula based on states' populations in certain age groups and their per capita income.

Project RIO is administered by the Texas Workforce Commission in collaboration with Local Workforce Development Boards, Texas Department of Criminal Justice (TDCJ), Windham School District, and Texas Youth Commission (TYC). The project provides a link between education, training and employment during incarceration with employment, training, and education after release.

Project RIO-Y (Reintegration of Offenders – Youth) is a joint partnership of the Texas Youth Commission and Texas Workforce Commission. Project RIO-Y within TYC helps prepare youths to become familiar with the world of work by completing an assessment of their interest and aptitudes, participating in career exploration, learning how to correctly complete job

applications, interviewing with employers, and developing good working habits in order to maintain employment. An individualized program plan is developed to identify a potential career path for the youth and to guide placement decisions. After a youth is released from TYC, Project RIO staff located across the state in local workforce centers provides ex-offenders with individualized workforce development services including job preparation and job search assistance. The most important aspect of the Project RIO program is employment for ex-offenders, as soon as possible, after release. Project RIO field staff certify prospective employees for the Work Opportunity Tax Credit program, which provides a tax incentive to employers for hiring economically disadvantaged ex-offenders. Project RIO also makes available free fidelity bonding services to the employer community, making the employment of ex-offenders and adjudicated youths more attractive.

Prison Industry Enhancement (PIE) Programs help to create partnerships between private sector employers and juvenile detention facilities in order to help troubled youths receive job training and employment experience that will help them transition back into society. The TYC youths who are employed by the industry are required to have deductions made from their wages for court ordered restitution, victim restitution, and court ordered child support. The remainder of the youth's income is placed in their trust fund. The PIE Certification Program (PIECP) exempts state and local departments of corrections from normal restrictions on the sale of prisoner-made goods in interstate commerce. In addition, it lifts existing restrictions on certified state and local corrections departments and permits them to sell prisoner-made goods to the Federal government in amounts exceeding the \$10,000 maximum normally imposed on such transactions.

The U.S. Department of Justice Bureau of Justice Assistance (BJA) administers the program. The National Correctional Industries Association (NCIA) is partnered with BJA as its

grantee to provide technical assistance services and training to promote and enhance the program. The NCIA assists BJA primarily by: 1) conducting field assessments of PIECP participant operations to collect data for BJA, who determines whether all program requirements are being met; 2) providing help with the PIECP application process and marketing the program; and 3) providing substantive assistance and training related to compliance with program requirements.

Campus work programs are operated with the mission to help youths learn the value of work, gain experience in employment, learn to successfully handle responsibility, and to take pride in their surroundings.

The program provides an opportunity for those youths who are successfully working on their Resocialization plan, have completed their High School Diploma or GED, and are exhibiting appropriate behavior to apply for work as helpers to various facility staff in the areas of groundskeeping, maintenance, cafeteria, laundry, and some office assistance.

Work-Based Learning Classes (WBL)

WBL classes are provided to students who participate in both paid and unpaid work experience. These classes are taught by a certified instructor and emphasize a multitude of elements that are necessary for youths to obtain and maintain employment once they are transferred to Parole. Students who are successful in maintaining their employment and class studies are awarded credit towards their HS Diploma.

The Workforce Development section of the Texas Youth Commission has established links with local workforce development boards and community based organizations (CBO) throughout the state to collaborate on providing youths with a comprehensive array of services that will assist them in making a successful transition back into the community.

Many of these collaborations are used to enhance existing programs at TYC facilities, either through PIE, CATE, or campus work

programs. The following are examples of these relationships:

Ron Jackson State Juvenile Correctional Complex, Units I & II - Industrial Maintenance Course & Network Cabling - These training classes are available to both males and females. Texas State Technical College (TSTC) provides an Industrial Maintenance Course, which consists of six 48-hour classes. The students receive a Short-Term certificate for completing the first three classes and, Long-Term certificate for completing all six classes. They receive two fifty-dollar stipends for the six courses they successfully complete, plus ½ credit towards their high school diploma. Students attend class for three hours a day. The course includes Basic Industrial Electricity, Introduction to Hydraulics and Pneumatics, Electric Motors, Electronic Controls, and Programmable Logic Controllers.

TSTC also provides a Network Cabling class. This class develops the entry-level job skills required to obtain career opportunities in the rapidly expanding and global market known as Telecommunications. Training includes an Introduction to Telecommunications and Introduction to Network Cabling Copper-Based Systems. The students receive a fifty-dollar incentive for each of the sections completed and receive credit towards their high school diploma.

Transitional Services for TYC Youth - TYC Workforce Development staff has worked with agency parole offices to address the transitional aftercare needs of youths when they return to the community.

Workforce Development Transitional Specialist - Austin Parole is the site of the agency's first full-time employee whose responsibility is specifically to work with youths on parole to provide assistance with obtaining and maintaining employment, to access occupational skills training, to provide linkages and referrals for youths regarding support service needs, and to work with community organizations to help build a network of

resources that will aid in providing comprehensive services. For those students who were unable to attend Project RIO-Y, paid or unpaid work programs or CATE programs, the Workforce Transitional Specialist, with the help of volunteers, will provide short training sessions to assist students in learning about the world of work and the skills needed to obtain and maintain employment. Emphasis is placed on workforce development through utilizing connections with CBO's and Workforce Development Boards (WDB) around the state. The following partnerships have been developed:

In May 2003, San Antonio Parole partnered with the Alamo Workforce Development Board (AWDB) to create and implement a position that serves as a liaison for TYC youths paroled in the San Antonio area in order to better connect them with employment, training, and continued educational opportunities. The position is funded by the Alamo WDB and managed by Good Samaritan, a Workforce Investment Act (WIA) funded program. The Aftercare Transition Specialist spends three days of the week with San Antonio Parole Officers and their youths identifying aftercare needs, working on barriers to employment, and linking youths with community based programs.

Harlingen Parole has partnered with Gulf Coast Trades Center who has received funding from Cameron Works and the Lower Rio Grande WDB to operate an intensive aftercare program in Cameron, Willacy, Hidalgo, and Starr Counties. This Gulf Coast Trades Center Aftercare Program will provide GED tutoring, transportation, vocational training, employment assistance and other supportive services to youths on parole in Cameron County. This partnership began in April 2003.

Houston Parole Office has partnered with HoustonWorks USA, a recipient of the US Department of Labor Juvenile Offender Demonstration Grant, which provides youth development GED Tutoring, Support Services, vocational training, and employment assistance. Gulf Coast Trades Center receives funding from

HoustonWorks USA to help the staff coordinate program services. This partnership began in July 2001.

TYC continues to advance and enhance occupational skills and employment training to assist youths with the transition from academics to workforce development. In order for this transition to be meaningful, youths need to have available quality programs that provide an introduction and understanding of the world of work, the skills and abilities needed to be competitive and successful in obtaining employment, and knowledge of how to become a self-sufficient member of society. While TYC has been able to implement many valuable programs geared to address the transition needs of our youths, there are limitations and constraints that continue to challenge the ability to grow and improve.

The Career and Technology Education (CATE) courses focus on providing youths with an introduction to career planning and an opportunity to learn entry-level skills in a particular occupation. The CATE courses are open to all TYC youths, unless their behavior prevents a safety or security risk. Usually, there are no pre-requisites for attending a CATE course; however, there are some courses, such as CISCO or A+ that may require a higher math level for attendance.

The average functioning level of youths upon entry into the TYC educational program is approximately 4 to 5 grade levels below those expected in the areas of math and reading for the students' ages. The average length of stay for students in TYC educational institutions is slightly less than two years. Therefore, the challenge to provide the incentives and instructional environment needed to accomplish five years growth in approximately twenty-one months is great.

In addition to CATE courses, TYC has other workforce development focused programs that serve as important enhancements to a youths' academic achievement. Project RIO-Y (Reintegration of Offenders – Youth) is a joint

partnership of the Texas Youth Commission and Texas Workforce Commission. Project RIO-Y helps youths prepare for competitive job seeking in the changing job market of tomorrow by providing youths with employability skills training. Currently, more staff and space are needed to increase the number of youths served by this program.

For FY 2003, about half of TYC youths released at age 16 or above earned their high school diploma or GED. Entering the job market without a diploma or GED, in addition to the barriers of age and offense, make it difficult for youths to obtain viable employment.

To provide employment training, TYC operates Prison Industry Enhancement (PIE) programs, which function at two TYC facilities. This program provides youths with the opportunity to earn wages, while obtaining a vocational skill, and gaining employment experience. Youths also make payment to the Texas Crime Victims Compensation Fund. Space limitations have made it difficult to bring these types of programs to other facilities.

Currently, eleven of the fourteen facilities indicate that they have insufficient classroom space to provide a full-foundation education program suited to the needs of the student population. In addition, funding and space limitations have made it difficult to bring additional vocational programs to other facilities or to increase the number of youths served by existing programs.

It is believed that with the combination of academic, vocational, and employment programs, as well as aftercare support, youths will become contributing, positive members of society and successfully stay out of the correctional system.

The following section addresses the participation of TYC as a partner in the *Destination 2010: Fiscal Years 2005-2009 Strategic Plan for the Texas Workforce Development System*, of the Texas Workforce Investment Council.

In addition to the efforts to provide youths with quality assistance in the area of workforce development, TYC is now part of a joint effort to help develop a statewide workforce development strategic plan and enhance the workforce development system in Texas for employers and system participants. TYC began working with the Texas Workforce Investment Council in the Fall 2002, to help reach the goal for developing a statewide workforce development strategic plan, to provide a strategy statement for TYC, and to identify performance definitions related to workforce development activities.

Additionally in 2003, Senate Bill 281 added language requiring the Council to facilitate development of an integrated workforce system, designated that the five partner agency heads, the Executive Director or Commissioner, represent their agency as the ex-officio voting members of the Council, and reduced the size of the Council.

In October 2003, the Governor signed the document, *Destination 2010: Fiscal Years 2005-2009 Strategic Plan for the Texas Workforce Development System*. TYC's Executive Director, Dwight Harris, serves on the System Integration Technical Advisory Committee (SITAC) which is responsible for ensuring achievement of the long-term objectives in the strategic plan, solving cross-agency issues, making recommendations to the Council on annual updates to the plan, and reporting to the Council on progress of the achievement of long term objectives and plans. Additionally, other TYC designated staff serve on the Strategic Planning Committee, which is responsible for assisting the SITAC with problem solving current issues of the statewide strategic plan and preparing data and information for reporting purposes.

Part 1A

The programmatic long-term objectives of Destination 2010 that TYC will be participating in includes: the establishment of a standard for job placement for youthful offenders prior to release by the fourth quarter of 2004 and working to increase the constructive activity for youthful offenders by 5 percent per year until the fourth quarter of 2009, (Goal B: Productivity, Output Measure: Constructive Activity Rate, page 73 of this document).

TYC will work with the Council and TWC to develop and establish standards for job placement of youths that will help workforce development institution, aftercare and Workforce Center staff prepare a service plan that meets the needs of youths and employers. By improving our job placement services, enhancing and maintaining quality career and technology education classes, working with local Workforce Centers and community-based education, TYC will work toward the goal of increasing youth constructive activity rate by 5 percent each year until 2009.

Part 1B

As a part of the systemic long-term objectives of Destination 2010, TYC is responsible for and is working with all system partners and associated workforce service providers in the scope and development of a system-wide universal information gateway designed to provide a consistent and universal framework for all system customers and provider information on system projects, services and solutions, (Behavior, *Workforce*, page 38 of this document).

Part 2

Addressing Question 1

To ensure accountability regarding the TYC services for the youths and the quality of the programs, several mechanisms are in place to help track participant success, staff administration of programs and youths' satisfaction with services. TYC Prison Industry Enhancement program is monitored annually by a liaison from the State Private Sector Prison Industry Oversight Authority and every 18

months by Peer Reviews chosen by the National Correctional Industry Association and the Bureau of Justice Assistance. During the monitoring visits the program is evaluated to ensure that all state and federal guidelines have been followed and interviews conducted with the youths regarding their understanding and satisfaction with the program. With TYC CATE programs, there is an evaluation conducted each year at every facility to ensure that all classes are being administered according to TEA guidelines and that youths are receiving quality vocational instruction. The CATE and Project RIO-Y programs are also reviewed on a rotating basis every three years as a part of a larger monitoring effort through a central office Education Program Review. TYC Central Office workforce development staff monitors the Project RIO-Y program and each facilitator annually. These reviews ensure that the facilitator is administering the RIO-Y program according to program guidelines developed from the contractual agreement between TYC and TWC, who provides the funding for the program. In addition, youths who have completed the class fill out an evaluation on the program requirements and the facilitator. Evaluations are collected at the end of each program year and reviewed by TYC workforce development leadership to help determine areas of improvement and to recognize best practices. Collaborations and partnerships with outside agencies are coordinated using a memorandum of understanding (MOU) and are monitored according to the joint decisions made by participating parties regarding frequency and method.

Addressing Question 2

During the past three years, TYC workforce development staff have been working to develop and implement partnerships in the area of aftercare to better address the issue of job opportunities and job retention for TYC youths. As mentioned in previous paragraphs, partnerships with local workforce development boards, such as in San Antonio, partnerships with WIA service providers, and as in the partnerships with HoustonWorks USA and Gulf Coast Trades Center in Harlingen, Texas, all

serve to work with the Parole Officers and Workforce Development Specialists to provide direct assistance to youths in securing and maintaining employment. Youths are also motivated to obtain and maintain employment as a part of their requirements for successful completion of parole. Youths must be continuing their education and or employed. Additional partnerships and involvement from TYC's workforce development and aftercare staff will continue to be developed and focused on increasing the number of youths who obtain and maintain successful employment.

Addressing Question 3

TYC workforce development staff identifies and coordinates efforts with other agencies and organizations to develop new vocational training and employment opportunities or to enhance existing opportunities. TYC has been working with TWC's Project RIO staff to ensure that youths receive quality employability skills while incarcerated and assistance with vocational training and employment once transferred back to their communities. TYC shares data regarding the number of youths served while incarcerated, the work rate and constructive activity rate of youths who return to their community for the duration of their parole. In return, TWC provides TYC with data regarding the number of youths registered at the local Workforce Centers for extended RIO services and how many of those registered have received employment. TWC shares the same information with TDCJ. Together, the three agencies use this information to determine areas of improvement and to recognize successes in the program statewide.

TYC workforce development staff began working with TWC and the Texas Department of Criminal Justice in 2003, prior to the approval of the Council's *Destination 2010* statewide plan, on a joint effort to streamline and standardize workforce development documents from correctional facilities to local Workforce Centers to expedite ex-offender services once transferred to parole. This joint effort between TYC, TWC and TDCJ will continue and is expected to be an excellent

enhancement to the statewide universal information gateway required by *Destination 2010*.